OCTOBER 1965

EMPLOYMENT SERVICE REVIEW

In this issue

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Cracking Age Barrier · Part-Time Jobs
Résumé Writing · Experience Unlimited
Employer Relations Seminar · Cause II

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EMPLOYMENT SERVICE REVIEW

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W. Willard Wirtz, Secretary
MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator
BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

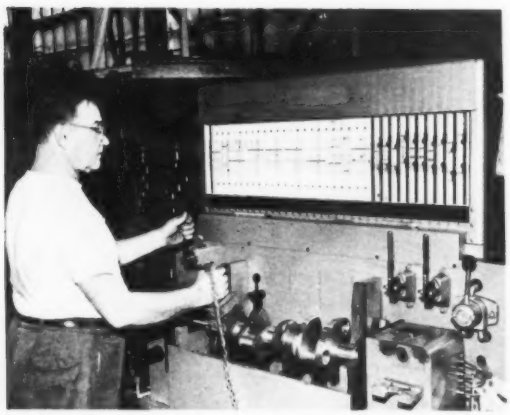
Revitalizing Older

In the measures that have been taken during recent years to deal with the complex of economic and social change, labor force growth, and job market problems—sometimes described as the Manpower Revolution of the Sixties—major emphasis has been placed on the Nation's youth, particularly those disadvantaged by reason of poverty, physical or mental handicaps, or lack of education and skill. Much of this concern stems from the vast increase in youth population, high school dropout rates, and the subsequent high unemployment among youth, coupled with declining job opportunities for the unskilled and increasing employer demands for more education and highly developed skills.

By comparison, the problems of the older worker may appear to be far less melodramatic and pressing. Over the years, a number of protections for the experienced worker have been built up through legislation as well as by union and management practices. These include seniority and promotion-from-within, unemployment benefits, and old-age and disability insurance.

The unemployed older worker, however, is likely to find himself confronted by a lack of job opportunities because of arbitrary age restrictions in hiring, in addition to obsolescent skills due to technological change, mass layoffs, plant relocations, and other factors that characterize our changing economy. To this must be added the dilemma of the mature workers who were the school dropouts of 15 or 20 years ago, so that they have not only the problem of insufficient education, but an age liability as well. The truth of the matter is that older workers may have as many disadvantages as youth, when competing in the job market.

The man or woman who today cannot get a job because he or she has reached a certain age has still to achieve a general public recognition of the problem. At



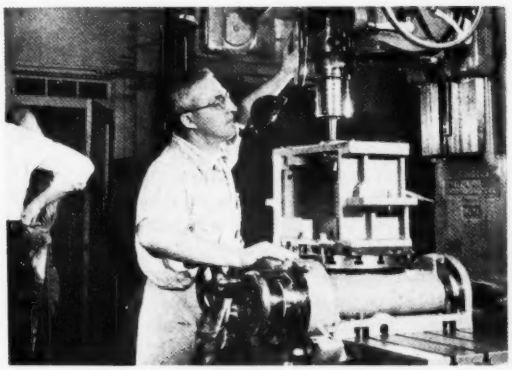
Worker Services

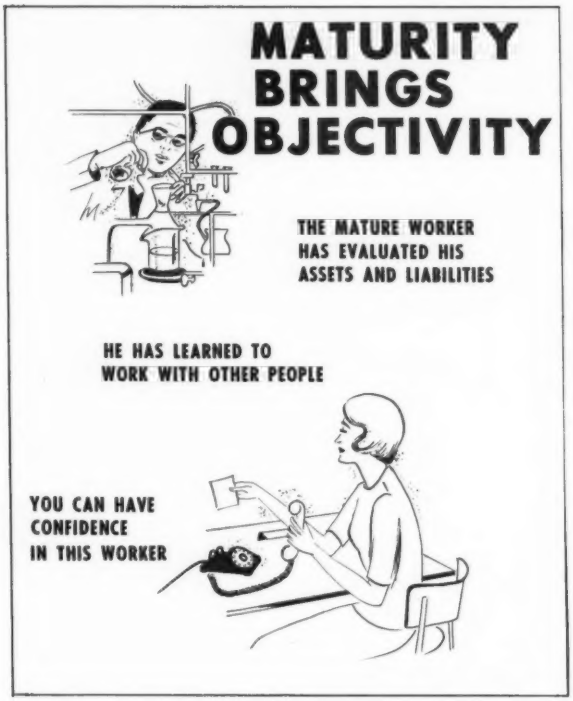
LOUIS LEVINE
Director
U.S. Employment Service

least some of the reasons are statistical and psychological. Let us look at the often quoted data: Workers 45 years of age and over make up roughly 39 percent of the labor force and almost 40 percent of the employed, but only 26.9 percent of the unemployed; their rate of unemployment is less than that for the labor force as a whole.

But we must look behind these superficial facts, and keep in mind that the unemployment rate for the total labor force is influenced by the high unemployment rate for youth (14 percent in 1964 for those under 22). When compared with the unemployment rate for workers 35–44 years of age, we find the rate for workers 45 years of age and over to be 20 percent greater. Some of these unemployed older workers are veterans, many of them are retiring military personnel entering an unfamiliar civilian job market after 20 or more years of service. The rate of unemployment increases steadily as we get into the 55–64 year age group and the 65 plus, despite seniority provisions designed to protect the older worker and the generally higher skill levels of older workers. Nor does the unemployment rate for the 45-plus group take into account the numbers of older workers, particularly in the 55-plus age bracket, who leave the labor force after repeated unsuccessful efforts to find a job. Perhaps the most significant statistic concerns length of unemployment: Almost half (46 percent) of the Nation's long-term unemployed (27 weeks or more) are 45 years of age and over.

The psychological factors that operate to limit general awareness of the employment problems faced by older workers also need to be recognized, not only because they apply both within and outside the Employment Service but also because they are so difficult to change. Until the problem is experienced personally, or by a friend or relative, it is difficult to believe that it exists. The employed older worker, with employed friends his own age or older, tends to feel that unemployed older workers must have lost their jobs because they couldn't produce. He finds it difficult to believe that age can be a serious obstacle to reemployment for a capable worker. Also, we have been




MATURITY BRINGS OBJECTIVITY
THE MATURE WORKER HAS EVALUATED HIS ASSETS AND LIABILITIES
HE HAS LEARNED TO WORK WITH OTHER PEOPLE
YOU CAN HAVE CONFIDENCE IN THIS WORKER

brought up to believe that youth is synonymous with progress, age with decline. Under this concept, where the older must compete with the younger, it is only right that youth should prevail.

The difficulty of eradicating this concept, born in the pioneer days of America when physical strength was vital, is illustrated by an experiment completed some years ago. During the experimental period, a department store found that its new hires over 45 years of age were almost uniformly easier to train, more productive, more dependable, etc., than its younger new hires. However, upon completion of the experiment, the store reverted to its previous policy of preferential hiring of younger workers.

The problem of unemployment of the older worker is intensified by technological and economic developments. With more and more goods requiring fewer and fewer people to produce them, there are signs of a trend toward lower compulsory retirement ages in industry, labor unions, and government. What will be the effect of successively lowering compulsory retirement ages at the very time when the lifespan is continuing to increase? What will be the effects on our economy, on the community, and on the individual? Attention is increasingly being given to measures which enable older workers to withdraw from the labor force but no similar effort is being made to learn what problems this kind of action will produce and whether and how these problems can be resolved.

Emerging Awareness of Older Worker Job Problems

The problem of the older worker is not new to the Employment Service. Nearly 10 years ago, far-reaching studies were undertaken regarding the job market adjustment of older workers. Dimensions and changes in the job-market problems affecting older workers were studied to determine what services the Employment Service might provide that would be the most helpful. While the services which we could provide would be time consuming and costly, they were considered an investment that would be offset by the benefits derived. From time to time, the Employment Service has made requests to the Congress for resources to improve services to older workers.

Since 1961, the Federal Government has been particularly sensitive to the need for job-market services to older people. While the attack on youth problems has come first, the antipoverty program is not limited to youth. The older worker problem has gradually been coming to the forefront.

On February 21, 1963, President John F. Kennedy sent to the Congress a message proposing the first comprehensive program of Federal action for aging citizens. In it he called for "an imaginative and far-reaching effort—in both public and private sectors of our society—for the development of new approaches and new paths to the employment of older persons."

On February 12, 1964, President Lyndon Johnson issued Executive Order No. 11141 establishing a policy against discrimination in employment on the basis of age by Federal contractors and subcontractors. This was the first time that the Federal Government enunciated a clear-cut policy respecting age discrimination in private employment.

The Select Subcommittee on Labor of the House of Representatives, in its recent report, "Role and Mission of the Federal-State Employment Service in the American

Percent of persons age 45 and over

Years of school completed, March 1964	*White*		*Nonwhite*	
	Employed	*Unemployed*	*Employed*	*Unemployed*
Total	100.0	100.0	100.0	100.0
Less than 5 years	4.1	9.1	21.4	18.9
5 to 7 years	10.4	15.2	26.1	33.2
8 years	9.8	24.8	15.3	14.2
9 to 11 years	18.0	20.4	16.5	18.4
12 years	27.9	20.8	11.2	9 5
13 years or more	19.7	9.6	9.6	5.8

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics, Special Labor Force Report No. 53 (in press) and unpublished data.

Economy," identified older workers as one of the main groups to whom the Employment Service needs to give special attention.

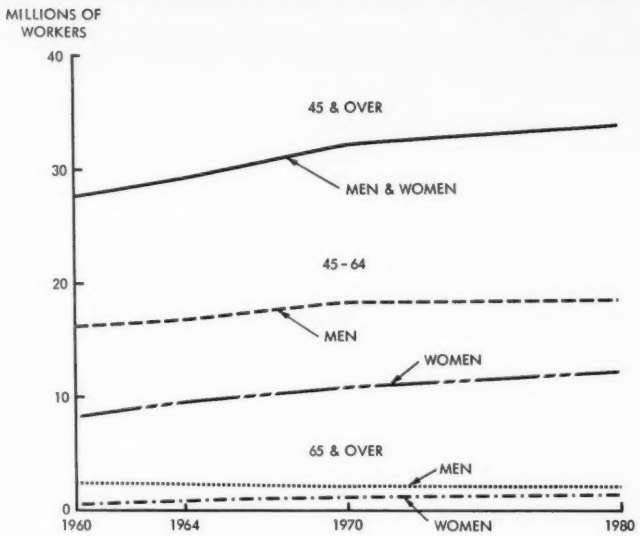
The possible need of Federal legislation against discrimination in employment because of age was recognized by the Congress when it required the Secretary of Labor, in section 715 of the Civil Rights Act of 1964, to make a complete study and recommended such legislation as he deemed advisable.

In his subsequent report to the Congress, in June 1965, Secretary of Labor W. Willard Wirtz stated, "It is a fair estimate that a million man-years of productive time are unused each year because of unemployment of workers over 45 . . . . A substantial portion of the unemployment insurance payments of $1 billion a year to workers 45 and over can be attributed to unemployment resulting from the fact of the employee's age. . . . The Nation loses, furthermore, potential production in an amount at least two or three times the size of the unemployment insurance payments that might be attributable to discrimination."

More recently, in testifying before the Select Labor Subcommittee of the House Committee on Education and Labor on August 25, 1965, the Secretary outlined the need for "a public policy regarding discrimination based on age and of meeting the problems of American workers which are associated with advancing years."

There are positive signs that the plight of the older worker is approaching the point where it will break through strongly into the public consciousness. Since 1960, 12 States have enacted laws prohibiting discrimination in employment because of age. Prior to 1960, only nine States had enacted such legislation.

THE NUMBER OF OLDER WORKERS WILL CONTINUE TO RISE



Source: U. S. Department of Labor, Bureau of Labor Statistics. Monthly Labor Review, February 1965.

It is also encouraging to note that the employment problems of older workers are receiving recognition in other countries as well as ours. The Organisation for Economic Cooperation and Development (OECD) has sponsored a number of studies, experimental projects, and conferences involving a number of European countries as well as the United States. As a result of its studies of employment service older worker programs in various countries, the OECD is planning to develop and publish a guide for establishing and operating an effective program for older workers.

We are now at a stage where we must assess the kinds of job markets in which older workers will be competing, the services required, and the ways and means to provide them.

While additional resources are needed to provide more adequate services to this applicant group, there are certain aspects of our operations where additional emphasis with current resources will pay dividends. Some of these areas are:

1. Better utilization of the local office older worker specialists. The functions of this specialist must be properly understood. His main responsibility is to provide leadership, stimulation, and functional supervision for an effective program of services for the older worker. Much of his time must be given to promotional activities to create a "climate" in the community that is favorable to the hiring of older workers. He should take an active part in community affairs to stimulate hiring of older workers and promote educational programs to make them more employable. These kinds of services take priority over the direct services to the individual.

2. Active cooperation between the local office older worker specialist and the local office veterans employment representative (LVER). Just as service to disabled veterans was and continues to be an integral part of the Employment Service program for the handicapped, so today's service to the veteran is in many respects synonymous with service to older workers. The unemployed veteran will be receiving the benefits of what

has been learned through the older worker program. In turn, the effectiveness of the older worker program should be significantly improved through the application of promotional techniques developed by the LVER in his relationships with veterans organizations whose support and influence can be of great significance. Cooperation between older worker specialists and veterans employment representatives will pay off at the local office level where applicants are served. However, to achieve this cooperation at the local office level and to achieve other important results, it is essential that this cooperation exist at State, regional, and national levels as well.

3. Development of part-time employment opportunities. There was a time when, unless a worker was available for a full workweek, his chances for getting a job were almost nonexistent. The changing character of the job market is bringing far more opportunities for part-time work and offers great potential for serving the many middle-aged and older workers who need and want to work but cannot work full time. The rate of increase of part-time jobs is several times that for regular full-time employment. A demonstration project has shown that a planned effort to locate existing part-time job openings, and to develop new ones where possible, helps to meet the needs of both employers and applicants. The Employment Service must make every effort to identify those industries which use part-time help and those likely to lend themselves to doing so.

4. The use of volunteers, on a planned basis. These can be used to expand the scope of certain services provided by the local office and be a means of acquiring increased staff assistance. Much depends, of course, on the selective assignment of tasks to such volunteers. It is as important to assess the volunteer's capabilities and to provide the necessary training as it is in regular staffing. While certain activities lend themselves to the use of volunteers, much will depend on the individual's interests, capabilities, personal situation, and personal qualities. The judicious investment of a relatively short time in this area can pay rich dividends.

5. Referral to MDTA training projects, both institutional and on-the-job. Here we have reason to be disturbed, for the older worker is under-referred to training programs. Unfortunately, some Employment Service interviewers still feel that there is nothing to be gained by referring older workers to training because their age will prevent their acceptance by employers. It must be clearly understood by all that (1) referral to training does not constitute referral to employment; (2) training is intended to, and does, improve employability; (3) older workers with needed skills are hired every day; and (4) to refuse to refer to training on the basis of age is to deny the older worker what may be his only opportunity to improve his employability and thus his only opportunity to become employed. It must be an Employment Service maxim that *no person is to be denied the opportunity of referral to suitable training because of age.*

6. Special job development services for older workers. We have found that the most effective way of placing an older worker who has difficulty in getting a job, but who has salable skills, is to develop job openings with prospective employers, and to persuade the employer at least to grant the applicant an interview. Our experience has shown that the greatest obstacle to reemployment of the older worker is frequently his inability to obtain an interview with the employer. If the interviewer makes a thorough evaluation of an applicant's skills and conveys this information in such a way that the employer agrees to an interview, the applicant usually gets a job.

7. Stimulation of older worker self-help groups. Although specialized help is often needed for the unemployed older workers, their own maturity and experience can and should be used in helping them to help themselves in seeking jobs. Employment Service experience in organizing self-help groups reveals that such groups encourage fuller use of the older workers' own initiative, talents, efforts, and ingenuity in solving their job problems. Such

(*Continued on page 18*)

A graduating class of MDTA sales trainees at Yakima Valley College, Yakima, Wash., with their instructor (center, front row).

Sales Training in the Yakima Valley

JOHN BECKER

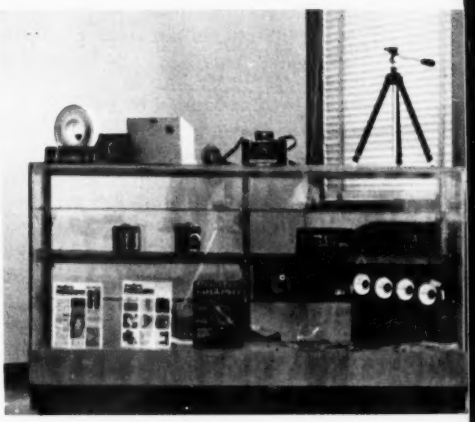
An MDTA sales training program helps to fill a local need for qualified sales people and, at the same time, yields dividends in boosted morale and jobs for many older workers.

Renfro Brady was 46 years old and faced the bitter realization that his small farm no longer provided an adequate living for him and his family. His contacts with the public Employment Service office in Yakima, Wash., were tinged with the quiet desperation and subconscious lack of hope that afflicts many jobseekers over 45 years of age.

Mr. Brady was referred by the Employment Service to an MDTA training course in salesmanship being conducted at Yakima Valley College, and today he enjoys an income in five figures selling chemical fertilizers to Yakima Valley farmers.

"I came into the sales class after 20-odd years as a farmer," says Mr. Brady. "Through the MDTA training I learned my own true value. I now have the self-confidence I had lost and feel that I can go out and compete with anyone."

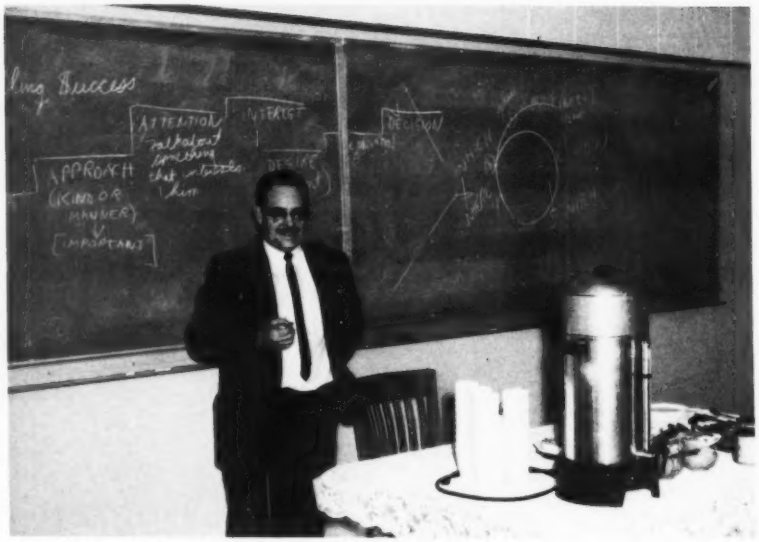
John Becker is Employment Service Specialist in the Washington Employment Security Department.



Model sales displays used in the MDTA sales training course.

One of the major reasons for passage of the Manpower Development and Training Act was the finding that even in areas of high unemployment, many employment opportunities remain unfilled because of a lack of qualified personnel. While the persistent and continuing demand for qualified salespeople is not a phenomena peculiar to Yakima, this area decided to do something about it.

The foremost agricultural region in Washington is the beautiful Yakima Valley with broad alluvial plains and terraces formed by the Yakima and Naches Rivers surrounded by sagebrush-covered hills. Rapid mechanization of farmwork and fruit processing, however, has forced a steady decline in the labor needs of the area's farms and processors. In fact, all the population gain in the past 10 years has been in the urban areas, primarily the city of Yakima. The depressing effect of the decline in agricultural labor is compounded by the high degree of seasonality of most of the manufacturing industry, which is tied directly to agriculture. For these reasons, Yakima County was designated a redevelopment area.



Al Bowles, instructor, gives an MDTA class of sales trainees some points in selling.

Spurred to Action

The need for industrial diversification and economic development spurred the organization of the community on a countywide basis. One of the most active and effective groups has been the Area Technical Committee on Training. Every occupational possibility for training the jobless for gainful employment is carefully considered with respect to its impact on the local economy and the composition of the labor force. Indicative of the diligence of the committee is the training effort conducted in Yakima County thus far: 12 projects in 8 occupations for 500 individuals under the Area Redevelopment Act, and 5 projects in 3 occupations for 309 individuals under the Manpower Development and Training Act. Two of the most interesting training projects under MDTA have been for entry salesman.

Sales training has been conducted in classes of 25 trainees for periods of 8 weeks. The program is not intended to produce salesmen of any particular product or type. In addition to the mechanics of selling, considerable time is spent on personality inventory, speech improvement, and getting a job. Self-evaluation is maintained continually throughout the 8 weeks to encourage each trainee to understand and utilize his existing personality traits and to develop new traits essential for selling.

The fine community acceptance of the sales training programs gives great satisfaction to the personnel of Yakima Valley College and the Employment Service. Businessmen, in constantly growing numbers, seek the opportunity to interview trainees as a course is completed. Local employers, sales managers, and labor union leaders recognize the need for sales training, and many have served as guest speakers to the classes.

With the help and guidance of Harold Anderson, coordinator of the program at Yakima Valley College, and Al Bowles, instructor, the graduate trainees have formed an organization which meets one evening each month at the college. The objective of this group is to further its sales training through its own cooperative effort. A local employer is invited to speak at each meeting. An exchange of ideas and possible job opportunities and the fellowship of the group aid in furthering the development of these people as salesmen.

Another example of class spirit and community benefit is illustrated by three trainees who pooled their meager resources to form a small business enterprise, manufacturing fishing lure. A recent report indicates that business is good and is progressing satisfactorily. They have published an impressive catalog of their products and have distributed it widely to retail dealers. The owners indicate they expect to hire additional help in the near future.

Not everyone who is unemployed qualifies for MDTA sales training. The manager and the selection and referral officer of the Yakima office have devoted much care and attention to developing and maintaining adequate referral criteria. Individuals who have not completed the 12th grade in school are tested. However, the test is used as a guideline only, with interest, desire, and determination being of primary importance.

Selection for the program depends on three general qualifications: The applicant must want to learn, must want to improve himself, and must want to work. Age is not a selection factor. One man of 60 completed the course and went on to get a job which he still holds. A woman student 46 years old had worked for years as an apple packer. It was seasonal work and she wanted very much to better

(*Continued on page 31*)

Helping the Applicant, Employers, and Interviewers . . .

Good Résumé Writing

ELDON R. HOWICK

A State Employment Service develops ways to organize and prepare résumés that help professional applicants present their qualifications in a more meaningful manner and, at the same time, speeds operations.

Time, distance, and cost have become archenemies to the man or woman looking for work in professional occupations. Where does he go? How should he begin? These problems do not belong to just an individual—they belong to our Nation, which has a great and growing need for highly trained and specialized talents.

The public Employment Service has been operating an interarea recruiting function to assist those persons who realize that mobility may be the only way to make maximum use of their qualifications. However, the interviewers of the Salt Lake City Professional, Clerical, and Sales Placement Office, Utah Department of Employment Security, found that as the number of professional applicants increased, two problems emerged. First, since interviewers were completing the office application from information given during an oral interview, the time element was becoming serious. Second, many applicants, notwithstanding their professional status, were having difficulty in preparing meaningful résumés.

During mass layoffs, heavy workloads create a serious problem for the Employment Service in serving the jobseekers. Either the applicants must be required to wait long periods for assistance, or the interviewers record only brief sketches of technical job responsibilities on a restrictive application blank with the hope of pursuing employment possibilities and developing significant résumés at a "later" date. In such a situation the applicant loses on two counts. He loses time, and he does not receive the attention his experience demands to enable an interviewer to funcion effectively.

Employment Service staff began to wonder why the application-taking and interviewing process could not be a more efficient exchange between the interviewer and the applicant. Why couldn't the applicant be given suggestions that would help him provide types of information an employer and the Employment Service need—a guide which would produce two separate documents: A worksheet for the Employment Service which could be stapled inside the application form and a résumé for prospective employers? With such a procedure, the interviewer would be required to place only minimal information on the front of the form to complete the packet of application and résumé.

Feasibility of such a plan is based on information which employers regard as vital in considering an applicant for employment. Discussion with a personnel representative of a major industrial firm revealed that of 896 résumés received during 1 week from 18 different sources, only 26 contained information suitably organized to meet the needs of the particular hiring authority. Of the 26 useful résumés, 21 were from one source.

Research revealed that *there are particular items for which all employers search in reviewing the résumés.* Thus, it becomes the responsibility of the Employment Service interviewer to assist his applicant in organizing background information to provide those particulars in the most readily accessible form.

After a series of discussions, the Utah State Employment Service developed suggestions which are now being used as "do's and don'ts" in preparing a résumé. The few minutes an applicant spends reviewing these suggestions may make the difference between success and failure in his search for work.

We do not say there is a set or even one best way to write a résumé, because any résumé is a reflection of an individual and may differ as people differ. However, it must be a concise document presenting information in such a manner that the individual's potential contribution to an employer can be determined rapidly. The purpose of the résumé is to gain employment; the primary objective, however, is to capture the employer's interest.

The item contributing most toward "capturing interest" is a statement of job objective. This item should follow the vital statistics—name, address, age, etc.—and should be set apart by adequate spacing on the page so as to demand the attention of the reader. *Since it is possible that a reviewer may not proceed beyond the statement declaring an applicant's objective, it is imperative that this statement specify the applicant's occupational interest.* The balance of the résumé, submitted in support of that objective, should give a concise, intelligent summary of experience and responsibility and should state a realistic salary figure which is desired. Details of work performed should be saved for the personal interview.

A good résumé should not be longer than two pages. *A massive, detailed résumé may have an adverse effect upon a personnel representative who has many documents to review.*

In addition to the guide and a suggested format for résumé writing, a worksheet is given to the applicant as part of the guide packet. He is asked to make preliminary entries to serve as a guide for his completed résumé.

(*Continued on page 25*)

Eldon R. Howick is an interviewer, Salt Lake Professional, Clerical, and Sales Placement Office, Utah Department of Employment Security.

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California Studies Older Worker Problems

ELEANOR FAIT

At the 1963 First Extraordinary Session of the California Legislature, the Department of Employment and the California Citizens' Advisory Committee on Aging (statutory) were requested "to undertake jointly a study of how and where employment opportunities for older persons may be improved and expanded throughout the State" and to report their findings and recommendations to the Assembly at the 1965 regular session.

Four projects were initiated which required 10 months to complete.

1. Special statistical studies were made by the Research and Statistics Section of the Department of Employment in which existing published and unpublished materials from State and Federal sources were surveyed and analyzed.

2. Two special studies of the operations of the Older Worker program were undertaken by the Department of Employment for the purpose of analyzing and improving services to older workers.

3. An internationally recognized firm of management consultants conducted a study of a selected group of employers and unions to obtain a record of their experience in hiring and utilizing older workers.

4. A series of eight seminars, jointly sponsored by the Citizen's Advisory Committee on Aging, the Department of Employment, and the Institute of Industrial Relations of the University of California at Los Angeles, were held in Eureka, Oakland, Sacramento, Bakersfield, Van Nuys, Pasadena, Long Beach, and San Diego. At these seminars, representative employers, union members, school authorities, and other community groups offered suggestions for expanding work opportunities for older people.

The Statistical Study

The Research and Statistics Section found that 1 out of every 20 California jobs held by men in 1960 was in an occupation where men 45 years and older predominate and where job opportunities expanded over 1950. Moreover, most of these occupations have good growth prospects. Among these expanding occupations are pharmacist, officials, and inspectors (State and local government), real estate agents and brokers, millwrights, painters, paperhangers, glaziers, barbers, janitors, cooks (nonhousehold), guards, and watchmen.

Eleanor Fait is California State Supervisor, Older Worker Program, California Department of Employment.

In line with California's rapid population growth, the State's total civilian labor force is expected to grow from about 6 to 10 million between 1960 and 1975, a two-thirds increase.

The Employment Service Experience

The study of the California State Employment Service revealed that Employment Service staff believe that older workers can be placed in employment at almost any age if they have marketable skills and are able to work. But factors such as obsolescent skills, physical problems, lack of geographic mobility, and the individual's own attitude may combine with age to produce an "older worker syndrome" of employment problems.

In his sixties, a person's attachment to the job market may vary with his financial needs or his interests. The employment interviewer may find it hard to distinguish between applicants near retirement age who need to work and those seeking an activity, paid or unpaid, which will give a sense of purpose to their lives.

Local employment offices report that there is no general tendency to offer older workers wages lower than the prevailing wage rate for the occupation. However, some low paid occupations, such as watchman and janitor, are often considered by employers and interviewers to be "older worker" jobs.

A job analysis approach to establish accurate performance requirements for specific jobs might open more of them to older workers. This approach might provide answers to such questions as "are workers being retrained needlessly, when with small changes in general requirements, they could continue to perform their present jobs or related jobs in the same plant or industry without training?"

Interviewers believe that more flexibility is needed in developing suitable vocational training for adults, particularly as to length of the course and the teaching methods used. By taking advantage of older people's experience and abilities, the length and content of vocational training courses might be reduced.

The Management Study

The survey by the management firm made a sharp distinction between the older worker as an employee and as a job applicant. The employed older worker is frequently preferred over the younger worker. Broadly speaking, older employees are preferred for the more skilled or supervisory positions and for jobs that entail frequent contact with the public on important matters; e.g., those which are expensive, technical, or personal in nature.

Younger employees, in contrast, are preferred for unskilled work, work that requires significant physical strength or stamina, and jobs that require frequent but casual contact with the public. *Employers and unions generally agreed in their evaluations of the older employees.* This agreement, in the absence of blanket opinions against older workers, led the consultants to conclude that most of the participants in their survey, showed little, if any, conscious bias in their preferences.

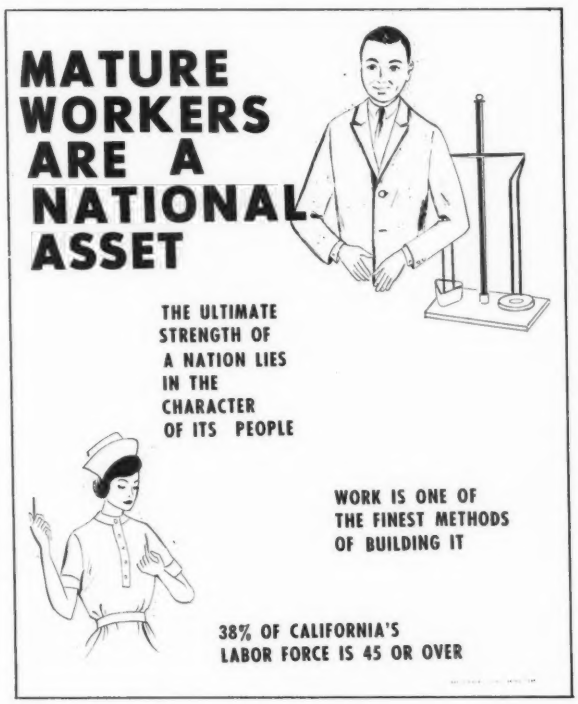
The nature of the preferences for older employees causes smaller companies to have relatively stronger preferences for older employees than larger companies. Because smaller companies employ fewer people to perform all necessary functions they have greater need for the breadth of experience that older employees generally have to offer.

While employed older workers are preferred by employers for many types of work, the same employers are nevertheless often reluctant to hire older job applicants for these jobs. Both employers and unions agree that there are general conditions working against the older applicant. The positive qualities of older employees, namely stability, judgment, skill, experience, and low absenteeism, are all adversely affected to some degree simply by virtue of an older employee becoming an older applicant. He is thrust into an unstable situation, and the value of his judgment, skill, experience, and work record will frequently appear to have less or little value for a new employer. This is particularly true when the older applicant tries to change vocation.

Social considerations were also indicated as contributing to the difficulties which older workers encounter.

1. Inherent status of age may conflict with the actual status of work.
2. Older workers assume leadership without authority.
3. Younger managements prefer young employees.
4. Employers' concern over reduced pension benefits inhibits hiring of the older workers.

The Recommended Actions from the management firm's section of the study suggested that emphasis should be on training programs to broaden existing skills rather than to impart new skills.


MATURE WORKERS ARE A NATIONAL ASSET
THE ULTIMATE STRENGTH OF A NATION LIES IN THE CHARACTER OF ITS PEOPLE
WORK IS ONE OF THE FINEST METHODS OF BUILDING IT
38% OF CALIFORNIA'S LABOR FORCE IS 45 OR OVER

The Seminars

Each of the Community Workshops on the employment of older workers drew representatives from management, labor, city and county government, and education.

There was recognition in every workshop of the subtle relationship between the patterns of work and retirement in our society. It was clear that current changes will have major significance on the future employment pattern of all age groups. Workshop participants expressed the view that it is reasonable to initiate changes in both current policies and programs affecting employment of older workers.

Among the major areas given consideration in workshop discussions were:

1. *Pensions.*—The effect of public and private pension and insurance programs was studied. A persistent theme in every workshop was that certain aspects of workmen's compensation, social security and unemployment insurance, as well as private pension plans, are militating against hiring older workers.

2. *Training.*—The need for much broader programs of training, retraining, and counseling service than now exist to help older people maintain or find new employment is evident everywhere. Many believed present programs and facilities are not geared as much as they should be to the individual needs of older people, of employers, or of the rapidly changing economy.

3. *Management-Labor Action.*—The basic decisions regarding employment and hiring of older workers rest essentially with management and labor. Joint action by both around a common objective was viewed as preferable to unilateral action by either. The suggestion was made that labor and management, in cooperation with other interested groups, might form committees at a community level to explore the advisability of establishing maximum and minimum educational requirements,

physical requirements, and the actual duties of each job. Many believed that this approach would provide a major tool for meeting the manpower needs of the community on a rational basis.

4. *Part - Time Employment.*—It was agreed that a strong emphasis on the creation of part-time jobs could generate many additional employment opportunities for older persons, especially those in or nearing retirement.

5. *Attitudes Toward Retirement.*—There was a consensus that retirement pressures—concern about financial security, personal adjustment, and purposeful living—could be lessened if policies were developed to permit a gradual transition from work to retirement, accompanied by a systematic program of retirement planning, education, and counseling.

The sum and substance of the proposals contained in the four sections of this study show that the older worker problem is many-phased, that the pressures and complexities of many specific problems produce employment difficulties for older workers, that moves to incorporate remedial measures into the structure of our economy and society must be made if major progress in providing employment opportunities to older workers is to take place. The joint recommendations to the California Legislature from the Department of Employment and the Citizens' Advisory Committee on Aging represented a consensus on the following proposals:

1. To establish a portable pension plan, such as is in effect in Ontario, Canada, to increase the mobility of workers by facilitating the transfer of pension credits. (A bill was drafted, favorably received, and assigned to an interim committee for study. Hearings are scheduled for late 1965.)

2. Regulate and establish standards for private pension plans sold in California, in particular, their reporting and accountability features. (These provisions were included in the bill referred to in item 1.)

3. Encourage the school districts of the State to establish vocational courses tailored to adult needs: Urban adult vocational centers, daytime classes in other areas, and courses compressed into the shortest possible time. (A bill was introduced, the Legislature passed it, and the Governor has signed it.)

4. Ask the interested agencies of State government to prepare a curriculum that can be utilized by school, labor, management, and government to prepare older people for the changes which retirement brings. (The Legislature passed the bill and the Governor has signed it.)

5. Memorialize the Congress to increase funds to expand training opportunities for older adults and continue 100 percent Federal financing of the Manpower Development and Training Act. (The Legislature passed the bill, the Governor signed it.) In the recent amendments to the MDTA, the Congress continued 100 percent financing.

6. Direct the Citizens' Advisory Committee on Aging to conduct a study and report to the 1966 legislature on all government codes, city and county charters, civil service commission rulings, and announcements and all requirements for licensing of all vocations and professions containing any reference to upper age limits as a requirement for employment. (The Legislature passed the bill and the Governor has signed it.)

7. Encourage all public and private agencies to increase efforts to identify part-time jobs in all occupations and industries in order to increase part-time job opportunities for older workers. (No legislation was introduced.)

8. Memorialize Congress to expand the scope of the Economic Opportunity Act to provide grants to develop part-time job opportunities for older workers, particularly in education, health, welfare, and recreational services. (The bill was introduced, passed in the Assembly, and killed in the Senate.)

9. Study the actual costs incurred in the hiring of older workers. (No legislation was introduced.)

10. Amend the California law on age discrimination to eliminate mention of ages 40–64 years, to provide that no employer is exempt from the law, and to remove any reference to pension or retirement plans. (The bill was introduced but killed in committee.)

11. Permit persons attending vocational classes while drawing unemployment insurance benefits to continue to receive benefits through the entire training course. (The bill was introduced but killed in committee.)

12. Memorialize the Congress to revise the present Social Security law to lift the earnings limitation imposed on persons drawing benefits. (The Legislature passed the bill and sent a letter to Congress and the White House.)

13. Expand apprenticeship programs and identify apprenticeable opportunities for older workers. (No legislation was introduced.)

14. Develop plans for a study on job content, in cooperation with unions and management, for the purpose of establishing valid requirements for education, physical demands, and other qualifications. (A legislative committee will appoint a task force.)

15. Encourage industrial diversification with particular attention to tourism, recreation, and nondefense industries. (No legislation was introduced.)

16. Direct the Department of Employment and the Citizens' Advisory Committee on Aging to develop an Employer Policy Statement for the purpose of affirming the principle that the hiring of older people should be based on their skills and abilities rather than chronological age, and that this statement be promulgated through major business, industrial, and labor organizations of the State. (A legislative committee will appoint a task force.)

Our study has given the California State Employment Service many new areas to explore and guidelines for improving the regular services to older workers. The legislative program stemming from this study may not have achieved spectacular results, but it clearly demonstrated that a State Employment Service and a State Commission on Aging can work together constructively with a State legislature to help the cause of the older worker. And we will try again at the next session!

New Orleans to Train Its Older Workers

GERMINAL MESSINA

"There simply are not going to be enough workers in the 25 to 44 age bracket to go around. Between 1960 and 1970, the number of workers of this age will increase by only 4 percent, while the labor force increases 17½ percent.

On the other hand, the number of workers 45 and over will go up nearly 20 percent.

Simple arithmetic requires reexamination by industry and business of hiring policies which exclude the older worker from full participation in our economy."

Secretary of Labor W. Willard Wirtz

The District Supervisor of the New Orleans Area of the Louisiana Division of Employment Security, acting in his capacity as Chairman of the Area Manpower Advisory Committee, presented a proposal for a Multi-Occupational Special Youth MDTA Project to his Committee. He expounded on the need for proper vocational training of disadvantaged youth if they are to fit into jobs available in the area; how they required close counseling prior to enrollment and all during the training period; how they required proper motivation and prevocational as well as vocational training. The proposed Special Youth Project was unanimously approved.

Then State Senator Charles E. Deichmann, a member of the Committee representing the public, spoke up:

I certainly recognize the need for youth training, but I wonder if we are giving proper attention to another group which probably needs training even more than youth—the older worker. In my experience as a public official I have had more requests for job assistance from this group than from any other. And unfortunately, the older worker very often lacks the education and training to fit him into today's jobs. Shortly before and during part of World War II, I worked as a railroad employee at night while I attended college during the day. I worked with many older workers and was impressed with their production when the manpower shortage was keenest. I thought that after the war there would be an evolution in hiring policies which would continue to recognize the worth of the older worker. He is tractable, dependable, has pride in his work, and has a low absentee rate. However, this evolution has not taken place. Many of the older workers do need basic education and training. Let's give them what they need and sell them to our local employers. We'll never regret it.

The idea had an enthusiastic reception and the Chairman promised to explore the possibility of older worker training.

When the Chairman started exploring, he found a serious problem which required more than ordinary measures for solution. Of a total of 9,600 applications in our active files, 2,200, or 23 percent, were in the 45 and older group. Of these nearly 500 had less than 5 years of schooling, 1,100 had completed the fifth to eighth grade, nearly 400 had some high school, 200 had completed high school, and less than 100 had some college education. Negroes constituted a major portion of those with less than 5 years of schooling.

It was readily recognized that the problem was not limited to the 2,200 older workers in our active files. The potential must include many older workers who are not sufficiently motivated to apply for work, who have withdrawn from the job market after a series of disappointments in job-seeking efforts, whose family situation is such that they are unable to seek work, and many who are now considered unemployable.

The next step was to determine how to proceed. Should individual regular projects be set up in the traditional manner? This hardly seemed the answer. Why not a sizable multioccupational project, providing a great variety of training opportunities, patterned on the special youth multioccupational training concept? Certainly, many in this older group lack basic education. All would require prevocational as well as vocational training. The best possible counseling prior to enrollment, during, and after training, also appeared to be a must. In addition, this project required broad community acceptance and a variety of services which cannot be provided through MDTA funds.

Following approval for the project by the Administrative Office, the Regional Office sent one of its staff members for an extended period to assist in formulating the project. All local offices in the area participated in suggesting types of training and in validating applicant supply and employer demand. Finally, it was de-

Mrs. Lois Gendusa, secretary, explains the minutes of a recent Older Worker Committee meeting to State Senator Charles H. Deichmann, Orleans Parish, center, and Germinal Messina, New Orleans Area District Supervisor of the Louisiana Division of Employment Security. Senator Deichmann is one of the foremost proponents of the area's Older Worker program.

Germinal Messina is District Supervisor, New Orleans Metropolitan Area, Louisiana Division of Employment Security.

Under the supervision of local office Manager J. F. Sullivan, Joseph H. Wirth, Jr., ES Supervisor II, New Orleans Industrial Office, is getting pertinent facts from an older worker which will be used to help place her on a job.

termined that 335 older workers would be enrolled and that training would be provided in 18 occupational areas, including: tailor, ready to wear; salesman, automobile parts; bookkeeper III; clerk-typist; cook; drycleaner; electrical appliance repairman; groundskeeper; janitor; presser, machine; presser, shirt; hotel room clerk; salesperson, general; shoe repairman; upholsterer; visiting homemaker; waiter, formal; and waitress.

Community acceptance presented no problem. At the next meeting of the Area Manpower Advisory Committee, the project was unanimously approved with only minor revisions. Being broadly representative of management, labor, education, minority groups, social agencies, and the general public, the Committee could be expected to secure acceptance from a major segment of the community. The Louisiana Commission on the Aging gave its stamp of approval. Other groups began to hear of the plans and asked to be included in any cooperative arrangements which seemed mutually desirable.

The Executive Director of the Committee on Alcoholism for Greater New Orleans, Inc., stated that many alcoholics who sought help from his organization were in the age 45 and over group and that they required occupational therapy and a complete change in job environment as part of their rehabilitation. An agreement was made whereby the committee would certify some of its clients to the project and would agree to provide specialized counseling and other rehabilitative assistance to these clients while training.

Louisiana probation and parole authorities became interested and an agreement was reached whereby certain types of offenders could be released provided they were enrolled in training. Under this agreement, MDTA training would be considered as equivalent to employment for release purposes. Here, too, provision was made for specialized counseling by probation and parole authorities.

The Parish (County) Department of Public Welfare had obtained approval for a work experience project, under title IV of the Economic Opportunity Act, which provides for training approximately 200 residents of the Desire area—the No. 1 target area of the local community action committee. Arrangements have been made for maximum use of the older worker MDTA project in furnishing meaningful training to enrollees in this work experience project.

In this older worker project we propose to give preference in enrollment to the so-called "hard core"—the unskilled and undereducated; the mother who requires child care assistance in order to accept training and employment; the worker with obsolete skills; the aged pensioner who requires some work to supplement his meager benefits; and the minority group member whose opportunities to acquire a skill had been severely limited in the past; and to the alcoholic who is making a sincere effort to rehabilitate himself; the prison probationer or parolee.

The efforts of every community agency will be enlisted in recruiting and helping to serve those enrolled. The Employment Service has excellent working relationships with every significant agency in the community and can expect a maximum amount of cooperation.

It was previously mentioned that this undertaking would require some services which could not be provided in an ordinary MDTA project. These include medical examination to determine physical capacities and need for remedial services; some minor medical services; psychological or psychiatric examination and services; child care services for mothers of small children; paid homemaker service where needed to permit an applicant's entry into training.

While it may not be possible to provide all of these services for all applicants who need them, we are assured that most can be provided, at least in the neighborhoods designated as target areas by the local community action committee—Total Community Action, Inc. The committee has designated four sizable neighborhoods as primary target areas and plans to provide many of the services necessary for success of this project. Most of the enrollees will be taken from these primary target areas.

It is believed that some new and imaginative techniques should be used in imparting basic education, prevocational, and vocational training to enrollees in the project. New Orleans has an excellent educational television station which is well equipped for training purposes. We hope that it will be possible to use the TV facilities not only for classroom instruction but also to telecast appropriate programs to the entire community at the same time. In this manner, we could reach a sizable section of the community that would benefit by the education and training but who cannot be enrolled within limitations of the project.

This project is an ambitious undertaking, but hopefully, it will benefit not only a sizable number of older workers in our community, but also will furnish highly useful guidelines for planning programs of service for older workers throughout the country.

Vocational Education and the Older Worker

WALTER M. ARNOLD

Eagerness to learn knows no age, 64-year-old R. W. Sanders will tell you as he goes about his work in a welding class at the new modern area vocational-technical school in Shelbyville, Tenn. Mr. Sanders has bought equipment to operate his own welding business upon becoming a certified welder.

The applicability of the Vocational Education Act of 1963 to the problems of older workers and the new range of activities made possible by the Act are described in this article.

Practically all States have long provided publicly financed education for their youth and have required school attendance until the age of 16, but the preparatory education of adults as a public responsibility is a relatively new concept. The traditional—but far from universal—responsibility for providing adult continuing education has recently been re-emphasized by the White House Conference on Education.

The Vocational Education Act of 1963, with its unprecedented emphasis on the training of persons for almost all nonprofessional occupations, is the latest and most dramatic evidence that the Nation is beginning to face up to the challenge of the new concept of adult preparatory education and the need for a fast expansion in the area of retraining and upgrading.

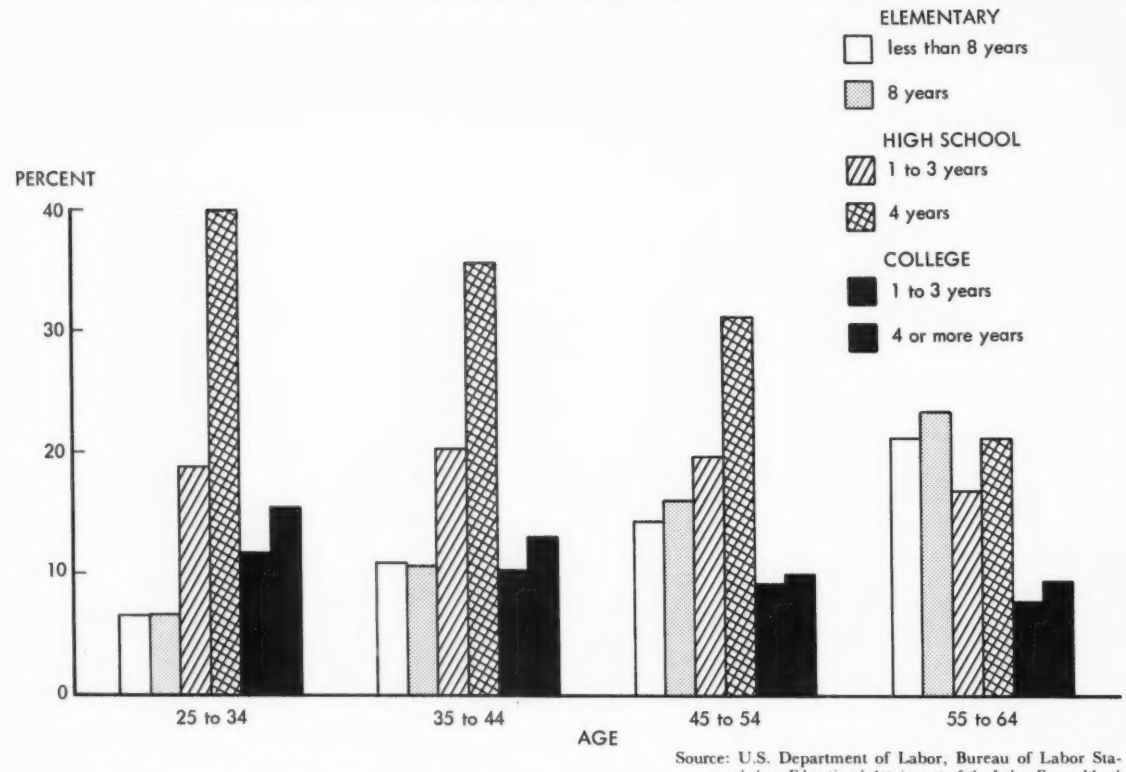
The Act authorizes matching funds for training programs which will aid States and local communities in working toward the ultimate in vocational education—a total, balanced program of instruction for persons of all ages, including the worker 45 years and older.

A number of provisions are specifically aimed at furthering adult education. For example, aid is provided for "those who have already entered the job market but need to upgrade their skills or learn new ones" for advancement or new employment. This program includes not only vocational training, but also whatever basic education courses may be necessary to enable the adult to take full advantage of it. In addition to the "3 R's" and the language arts, the student may be given tips on such job-related social skills as personal grooming and hygiene, conduct on the job, and getting along with superiors and coworkers.

Other provisions of the Act assist

Dr. Walter M. Arnold is Assistant Commissioner and Director of the Division of Vocational and Technical Education, Office of Education, Department of Health, Education, and Welfare.

THE OLDER THE WORKERS' AGE GROUP, THE LOWER THE LEVEL OF EDUCATION



NOTE: PERCENT APPLIES WITHIN EACH AGE GROUP

Source: U.S. Department of Labor, Bureau of Labor Statistics, *Educational Attainment of the Labor Force, March 1964*, Special Labor Force Report No. 53 (in press).

the States in developing quality programs of vocational education for the adult. These include provisions for teacher education, supervision, program evaluation, special demonstration and experimental programs, development of instructional materials, and the construction and equipping of facilities such as area vocational schools.

This last provision offers one of the more tangible examples of the impact of the Act on adult education, for most States have already appropriated funds for the construction and operation of such centers. Many of these schools bear a dual load; they provide training (often in a realistic industrial atmosphere) for high school students from several districts during the day, then open their doors to evening adult classes. In this way, facilities are made available to thousands who would otherwise have none.

Another noteworthy provision encourages the establishment of more guidance and counseling services to adults. Because such services are usually rendered in high schools, they have been more readily accessible to young students, even though the need for them is often greater among older workers. The counselors offer a variety of services, such as encouraging reluctant adults to return to "school," helping financially overwhelmed or worry-burdened individuals cope with their everyday problems and, if necessary, directing them to the proper agencies for psychological help. These services are in addition to the more usual task of advising the unemployed or underemployed worker as to where his best opportunities lie.

In vocational education of the adult, one of the major problems is to attract the potential student and to instill in him an interest in a program of continuing education. This is especially true for the older person.

As the population of any community possesses a wide range of abilities and aptitudes, motivation becomes a community-centered problem rather than one involving a few selected individuals or groups.

Experience with Manpower Development and Training Programs indicates that the traditional media, such as printed handouts, posters, newspaper advertising, radio, and television do not reach most of those in the greatest need of training or retraining.

(*Continued on page 17*)

es newsletter

OPERATION SERVICE - U.S.A.

The Employment Service has embarked on a long-range effort to develop job opportunities in carrying out its responsibilities under the President's Job Development Program in service and related occupations.

Known as OPERATION SERVICE - U.S.A., the ES program stems from Section 103 of the Manpower Act of 1965, signed by President Lyndon B. Johnson on April 26. The Act put into effect an earlier directive issued by the President: "The Secretary of Labor shall stimulate and assist, in cooperation with interested agencies, both public and private, job development programs, through on-the-job training and other suitable methods, that will serve to expand employment by the filling of those service and related needs which are not now being met because of lack of trained workers or other reasons affecting employment or opportunities for employment."

Bureau of Employment Security Administrator Robert C. Goodwin has urged all State agencies and their local offices to make every effort to enlist the full cooperation and participation of all segments of the private sector in their communities in furthering this expansion of service job opportunities. He pointed out that the ES "possesses a tremendous amount of operating experience and job information resources which can be geared readily into action and focused on behalf of the Job Development Program in the service industries." He cited the experience with mass layoff problems and the special job development programs already being conducted for older workers, youth, veterans, the handicapped, and farm labor, and suggested that the materials and techniques used in these activities could be adapted and applied to the overall endeavor. Suggestions for implementing OPERATION SERVICE - U.S.A., and other guideline materials have been sent to the State agencies and their local offices. The BES national office is developing materials to assist the States in promoting the program.

EXPANDED YOUTH SERVICES

Under the Appropriation Act for Labor-HEW, signed by the President on September 1, $30 million in new financing is provided for youth services. Of this amount, $10 million comes from general revenue.

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These fiscal year 1966 resources will provide full fiscal year financing for the youth opportunity centers opened in 39 areas by July 1, 1965; an average of 9 months financing for YOC's in 66 areas, and 7 months in 34 others. The funds allow for staff expansion in all 139 YOC areas for an average of 4 months, and for augmentation of local office staff for an average of 7 months for all areas not served by a YOC. Positions approved in fiscal 1965 to carry out the Selective Service rehabilitant program will be financed as required for the full 1966 fiscal year.

EMPLOYMENT ACT OF 1946 ANNIVERSARY

Five distinguished economists from outside the government will serve on a panel to formulate specific plans for a bipartisan observance in early 1966 of the 20th anniversary of the enactment of the Employment Act of 1946. The announcement was made by Chairman Wright Patman of the Joint Economic Committee of the U. S. Congress in conjunction with Committee ranking members Senator Jacob K. Javits, Senator Paul Douglas, and Representative Thomas B. Curtis. The group said that "the Act's success over two decades deserves recognition and a rededication to the policy of cooperation, responsibility, and freedom which it represents."

The economists, all of whom have served on the Council of Economic Advisers, are: Dr. Grover W. Ensley, Executive Vice President of the National Association of Mutual Savings Banks; Dr. Walter Heller, Professor of Economics, University of Minnesota; Dr. Raymond J. Saulnier, Professor of Economics, Barnard College; Dr. Gerhard Colm, Chief Economist, National Planning Association; and Dr. Henry C. Wallich, Professor of Economics, Yale University. In planning the observance, the panel has been assured of support from the members of Congress, the Council of Economic Advisers, academicians, and representatives from business and labor.

BES LOCAL OFFICE INCREASE

As of July 31, 1965, there were 1,974 local offices throughout the Nation operating on a full-time basis, 75 more than a year ago. The establishment of youth opportunity centers is responsible for much of the increase. Gains were reported by 39 States, Ohio leading with 11 more offices than last year.

In addition, there were 49 seasonal and temporary offices operating on a full-time basis, raising the total of full-time offices to 2,023. Of these, 336 were Employment Service only, 69 more than a year ago; 185 were Unemployment Insurance only, and 70 were confined to farm operations. The remaining 1,432 offices had combined operations.

(*Continued from page 14*)

In addition to the traditional media, community motivation techniques include the use of all public and private agencies, such as the Employment Service, the welfare and rehabilitation services, trade associations, and the chamber of commerce, labor unions, and social agencies. The magnitude of the problem requires the educator to make maximum use of whatever community resources are available.

Of course, lack of motivation is not the only stumbling block to the successful training and employment of the older worker. Discrimination is another primary problem, no doubt having a major effect on motivation.

The Secretary of Labor, reporting to the Congress on the subject of "The Older American Worker; Age Discrimination in Employment," pointed out that discrimination against older workers involves assumptions about the effect of age on the ability to perform work. When employers erroneously assume that workers of a certain age group can no longer perform efficiently and refuse as a matter of general policy to hire anyone over a specified age, they are practicing what the Civil Rights Act calls "arbitrary discrimination." Although effective enforcement of State laws against arbitrary age limits could reduce such discrimination, the basic problem of employer reluctance to hire older workers can be solved only by a systematic educational program, or what the Secretary's report terms "a new system of continuing educational opportunity" that would prepare workers for job changes.

When seeking a new field of employment, the older person now has a much wider range of expanding opportunities from which to choose. Every occupation in the nonprofessional, nondegree occupational spectrum, ranging from ornamental horticulture to computer programing, is now covered by the broadened Vocational Education Act of 1963.

One completely new area which has been brought into the program is the ever growing field of business and office occupations. Already employing 16 percent of the work force, it is expected to continue expanding. Increasing demand will offer many workers a chance for white-collar employment in such fields as banking, real estate and insurance, wholesale and retail trade, government, transportation, communications, and public utilities.

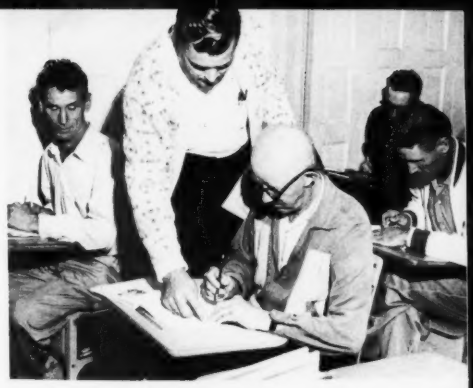
Another whole new range of activities was opened by the Act's provision encouraging the development of combination programs. These are courses tailored to meet the needs of those interested in fields requiring the skills and knowledge of several interrelated vocational categories. For example, someone wishing to sell and service equipment in a small business is likely to need skills from the Distribution, Office Occupations, and Trades groupings.

The Act further broadened coverage within the traditional categories. Under agriculture, for example, States may now be reimbursed for training not only farmers, but also landscape and forestry aides, farm machinery sales and service men, ornamental horticulturists, and other technical specialists.

Opportunities also exist for the training of adults in the fishing industry of the United States. During 1964, New York and Louisiana enrolled nearly two-thirds of those being trained in fishing industry occupations. Vocational educators should find many opportunities for adult training in the processing and distribution of fish and fish byproducts. In addition, there is a growing area for training in occupations allied with fishing. Some suggested areas for exploration include marine insurers, fishing gear manufacturers, marine engine repairmen, marine engine manufacturers, netmakers, fish handlers, packinghouse workers, and cold storage plant operators.

Extended training possibilities, through both preparatory and supplementary instruction, are now available in the field of distribution and marketing in such areas as real estate, insurance, advertising, restaurant and motel management, and small business ownership.

Health services, including practical nurses, medical laboratory technicians and dental assistants, constitute one of the fastest growing fields today. Shortages of trained health manpower have long prevented the rendering of both the quality and quantity of services that modern medicine and technology have made possible.



For those trainees who lack basic education, courses in the 3 R's supplement vocational training.

Now included under home economics are such vocations as child care center worker, clothing alterer, food service worker, school lunch manager, visiting homemaker, and hotel and motel housekeeping aide.

As the population continues to increase, so will the demand for more trained personnel in the field of public service occupations. Among those needed will be firemen, policemen, emergency and rescue workers, assistants to social workers, investigators, tax assessors, and correctional institution aides.

A task force of the Department of Health, Education, and Welfare is currently studying the problem of social work manpower. Consideration is being given to the use of nonprofessionals in order to meet the demand for expanded services. The task force reports "a growing need to identify a variety of ancillary and technical services in the field of social welfare for which personnel can be prepared. . . . Such personnel not only would have functions in their own area of competence, but also would serve as a means of better utilization of trained social workers." [1]

[1] *U.S. Department of Health, Education, and Welfare, Report of the Social Work Manpower Task Force (unpublished).*

Previously concentrating on defense technologies under the National Defense Education Act, technical educators are now beginning to realize the need for more emphasis on nonsecurity positions. For example, the areas now eligible for funds include food science and processing, air and water polution, sewage disposal, library science, printing, data processing, and TV studio technology.

Industrial and skilled trades occupations also offer a large training potential, with 17.5 percent of the Nation's work force employed as operative and 13.6 percent working as craftsmen or foremen. The large number of jobs, coupled with rapid changes in products and production methods, promise to tax vocational education increasingly as it attempts to meet the needs of industry.

As the demand for industrial workers has grown, so has the demand for trained foremen, supervisors, and industrial trainers. The number of such persons enrolled in specialized technical courses conducted by colleges and universities has increased until now there are more than 67,000 participating annually. Many of these workers are older people with long, established records at the industrial organization they represent.

Over the years, providing suitable instructional materials for vocational classes has been a serious problem. In recent months, publishers and other agencies have become interested in the publication of many types of instructional materials, including both occupational and basic education. The U.S. Office of Education, State and local departments of education, and private agencies are making their contribution to this effort. In addition, many classroom and shop teachers design and write their own materials, which often are of high quality. Where this is true, encouragement should be given through provision for inservice or full-time study.

Through the stimulus of the 1963 Act, the States are providing, in their State plans, for research staffs. Definitely, a phase of the research program should be concerned with vocational education for adults. Of concern to the research staff should be such problems as principles of teaching adults, individual differences, individual and group counseling, individual and group testing, and many others that will evolve through the dynamics of research.

Not only the broadened range of programs available, but also the number of adults enrolled in classes and the amount of funds now being spent by the States show the ever increasing importance of adult vocational education. With the exceptions of Wyoming and the Virgin Islands, all 54 States and Territories with programs of federally reimbursed vocational-technical education submitted and obtained approval of State plans under the Act. These same jurisdictions secured approval of their projected program activities proposals; $105,885,000 in Federal funds had been made available to them by June 30, 1965, overmatched by $235,728,000 in State and local funds.

As of the same date, about half the more than 4 million persons enrolled in vocational-technical education were adults. In April 1963, approximately 159,000 students were between the ages of 45 and 64,[2] and vocational educators estimate that the number is now much higher. They anticipate, in fact, that current statistics probably will show the rate of enrollment of these older workers to be rising even faster than the rate of total enrollment.

The Vocational Education Act of 1963 greatly expands the potential for occupational training of all adults and, in fact, emphasizes the necessity for such training. In redesigning education to meet the needs of the Nation in future decades, adult education must be considered an essential part of public education. Vocational education for adults, including older workers, is likely to prove just as necessary to the Nation's economic and social well-being as it is for young people.

[2] *U.S. Department of Labor, Manpower Administration, Formal Occupational Training of Adult Workers, Manpower/Automation Research Monograph No. 2, table 1.*

Revitalizing Services

(*Continued from page 4*)

groups should extend beyond the professional, technical, and managerial categories and be developed among others. The Employment Service needs to devote more attention to working with schools to develop and work with older persons on adult education and self-help programs. The older worker often needs to learn how best to sell himself to a prospective employer—preparing meaningful résumés, tips on grooming, and ways to capitalize on his major assets of maturity and experience.

In breaking the age barrier in employment and in improving our services to older workers, there is no doubt that more staff resources are needed at the local, State, and national levels. A small beginning is being made, for current plans call for strengthening the State supervision of the older worker program to help the local office staff give better service to their older worker applicants. Also, in five selected metropolitan areas, current plans are that the Employment Service offices will be staffed to provide services needed by unemployed older workers, and to develop more effective methods for implementing these services.

It is obvious that the job problems confronting the unemployed older worker have no simple, easy solutions. Basic to any program to assist older workers is the condition of the national economy, for a full employment, high-level economy is a vital factor in the employment of older workers and other disadvantaged groups. As we in the Employment Service work toward our basic goal of matching workers and jobs and of boosting employment and employability, indirectly we contribute to solutions to the problem. But our responsibilities go far deeper. We must make certain that in all our operations, in all our cooperative efforts with other groups, in all our services as a manpower agency in the community, we seek to develop, promote and utilize human abilities regardless of age.

In a Small Community . . .

Senior League Employment Program

MARY JESS LANKFORD

John Lane, Paragould local ES office manager, distributes application cards as John Mueller (extreme left), Senior Citizen project chairman, looks on.

That a self-help organization can succeed in a small town has been proved in Paragould, Ark. Community leaders in this town of 10,000 inhabitants felt there was need for full- or part-time employment for many of the town's older people. Accordingly, a Senior Citizens Committee, appointed by the Chamber of Commerce, conferred with the local employment office to determine needs and procedures for setting up such a program.

A first step was to place a Senior League Employment Application in the PARAGOULD DAILY PRESS to determine the actual need and interest of older persons in the town and Greene County. Two questions were asked: Are you a senior citizen? Do you want to earn extra income to go with your social security, welfare, or pension check? Affirmative answers were the basic requirement for securing a job through the Senior League Employment Program.

The response was encouraging. The local employment office processed the work applications which came from older persons with a variety of work experience, from selling and furniture repair to sewing and saw sharpening. A retired farmer, carpenters, housewives, and a retired teacher were among the applicants. The educational background ranged from below the eighth grade to college graduates.

With the interest known, the program got underway. Large, sheltered wooden boxes were placed in convenient locations throughout the town and residents were urged to deposit useable items, such as discarded clothing, shoes, toys, and appliances, in the boxes. Large articles, such as stoves, refrigerators, and furniture, are picked up by the League on request.

The League checks the boxes once a week and brings the items to a central location where they are sorted, classified, and parceled out to the workers for repairs and restoration. Tools and materials are furnished by the League. Appeals for more materials are made periodically to keep the operation going.

Ingenuity is used by the workers to make salable products from discarded materials and local resources. For example, damaged stockings are used to stuff pillows; waste lumber makes plaques and shelves; cloth scraps become patchwork quilts. Fuller's earth, used to remove grease from woolen cloth and to purify oil, is taken from deposits near the town, placed in plastic-topped coffee tins, and sold; open dried cotton bolls are filled with natural or dyed cotton to form corsages and favors.

At first, work was given out on a consignment basis, and the worker was paid after the repaired or restored article was sold. However, since the League became self-supporting, workers are paid at once for the finished product. A retail outlet for the merchandise is managed by the League and all profits are used for promotional purposes. Since September 1964, the Senior League has shown a $2,744 profit above the $3,200 paid in wages to the workers. At present, there is a waiting list of older persons who want work.

The League is being considered for a sheltered workshop. Approval of Federal funds is expected soon with approval of the workshop to follow.

Wayne Hinkle, first manager of the Senior League, was hired through the Paragould local ES office.

Mary Jess Lankford is the Older Worker Specialist, Arkansas Employment Security Division.

Experience Unlimited Carries On

MAURICE E. PILARES

A unique special service originated by a local office to help older professional workers develop jobseeking techniques and to build morale and confidence has achieved remarkable success.

June 1965 marked the sixth anniversary of EXPERIENCE UNLIMITED, a milestone which passed seemingly unnoticed because this organization has become a normal part of the activities of some of the Bay Area local offices of the California Department of Employment.

Originally started in the Berkeley office by the older worker specialist, Ralph Moore, Experience Unlimited has grown to a nationally recognized special service for professional applicants and has an "alumni" of more than 3,000 men. It began because of Mr. Moore's concern about the number of Bay Area executives who were registering for work and who appeared to be completely demoralized. In an effort to help them, he invited them to an informal group meeting.

The first meeting, attended by six men, was a dynamic experience. It was apparent that, as a group, these men could help each other materially with their job search. Its value was soon recognized and, as the organization grew, the name was copyrighted and its headquarters moved to the Oakland office (a more central location with larger physical facilities). Similar organizations spread to other offices. Our comments, however, relate solely to activities at the Oakland location.

EXPERIENCE UNLIMITED operates on the premise that the disuse of talent, experience, and skills of unemployed professional personnel is a wanton waste of valuable manpower, and that the reemployment of such workers is accomplished best by orderly planning and a cooperative effort of those concerned with the same problem. The organization depends on strictly voluntary participation.

Sessions are held twice weekly from 10 a.m. to noon, with a preliminary orientation session starting at 9:30 a.m., when newcomers to the group are introduced to the basic precepts of EXPERIENCE UNLIMITED.

Robert Martin, the present group leader, divides his time between his duties as a placement supervisor and this program. The prime qualities necessary in a leader of such a group are enthusiasm, a high degree of optimism, and an active imagination. While it is always hoped that new, challenging, and effective promotional ideas will come from the members, the leader constantly must be ready with stimulating devices. When to step in and when to remain on the sidelines is dependent on a sensitive awareness of interpersonal dynamics and flexibility. Mr. Martin finds that years of experience with the Department of Employment (in placement and in counseling) and graduate courses in guidance are helpful.

An ad in the *Wall Street Journal*.

In EXPERIENCE UNLIMITED sessions, the members conduct much of the proceedings. A chairman and an alternate are selected by the group at the end of each session in preparation for the next meeting and a secretary or recorder is then appointed by the chairman. The agenda includes an exchange of job leads, a discussion of jobseeking problems, and the introduction of any pertinent material dealing with employment. Members make voluntary monetary contributions (up to $1 to defray expenses of "ads" placed in the WALL STREET JOURNAL). This appears to give them a deeper sense of belonging and of doing something for others as well as themselves.

This combination of belonging to a well-known professional organization and helping others is at the core of the success of EXPERIENCE UNLIMITED. When applying at a place of employment, a member frequently is able to bypass the personnel department because his card indicates that he represents a respected organization. Every contact is an opportunity to sell the organization and what it represents, and to promote a job for another individual. Participants carry job-lead cards and a roster of members which lists the members' addresses, phone numbers, and occupations. The job-lead cards are used for any suggestions of a possible job which turns up and may be applicable to the group members. These are mailed to the group leader for followup or job solicitation. The roster is used as a reminder of available talent, and what positions other members are seeking. It is also a source of information from which to prepare for an interview, especially when someone on the list previously worked in a specific type of industry that is unfamiliar to the applicant.

Periodically, a survey of former

(*Continued on page 64*)

Maurice E. Pilares is Coastal Area Coordinator, Older Worker Program, California State Employment Service.

Stenographers, typists, and bookkeepers were the most readily placed in part-time jobs.

Part-Time Office Placements

SALVATORE CAPONE, JR.

Finding suitable jobs for workers who want part-time employment is a full-time job in a unit of an ES office where operations have been streamlined to meet the growing demand for such work.

A woman comes into the office. She wants a part-time job. She says she is a housewife; her two children are going to school; expenses are mounting; she wants to help her husband meet these expenses; she prefers to work between the hours of 10 in the morning and 2 in the afternoon so she can earn some money and still be able to take care of her household chores.

The employment interviewer asks her what she can do. Some years ago she worked as a stenographer in an insurance office, but she hasn't put her hand to stenography or typing since her marriage.

Since the applicant has not worked for a long time, she obviously has to be brought up to date about the changes in the labor field; she needs job adjustment counseling and help in finding a job.

To help her and others like her, as well as retired workers who want to supplement their Social Security benefits, college and graduate students, and others looking for part-time work, the Manhattan Office Personnel Placement Center in New York City set up a Part-Time Unit many years ago. Because of the growing demand for part-time jobs, especially from housewives, the Part-Time Unit has expanded its facilities, and today is an active streamlined operation.

Housed in attractive quarters in a large modern building, the Office Personnel Placement Center services employers of office help in Manhattan. It draws its applicants from the five boroughs of New York City.

In 1964, the Part-Time Unit received about 3,600 new applications for jobs, a monthly average of 300, and about 2,400 job openings. More than 3,100 referrals were made. These resulted in 1,435 placements, or about 120 a month. These figures vary little from year to year.

The Part-Time Unit, organized to speed the filling of job orders, consists of three interviewers, each of whom handles a basic area of clerical occupations. One is responsible for bookkeeping and specialized clerks; the second, for stenographers and general clerks; and the third, for typists, clerk-typists, and biller-typists. This distribution is based upon the equalization of openings and activities and is flexible.

The unit is trying constantly to conserve time and to streamline operations. One method was the institution of a nonrenewal procedure. Because of the greater intake in comparison to available openings, a large part of the interviewing time has been devoted to additional reinterviews, leaving little time for file search and referral. Under the nonrenewal system, the applicant is given one thorough interview and classification with a summary of important skills.

Contacts by Mail

The applicant is given a form which can be mailed to the office if she has obtained a job on her own or is no longer interested in part-time work. Also, a special folded card is mailed to applicants who have made no contact with the office during the past 4 months. This card can be separated and one part, on which the applicant denotes her intention of remaining active or not, is mailed to the office.

Another measure to streamline activity is the use of a central reception unit to register surplus groups such as general office clerks and workers seeking evening jobs. These applications are placed in a special file and, as the need for such workers arises, applicants are called in for referral to jobs or for more detailed registrations.

Salvatore Capone, Jr. is Employment Manager, New York Division of Employment.

The great majority of applicants looking for part-time work are housewives with school-age children and those who need additional funds to see their children through college. About 10 percent of the applicants are retired workers who want to earn up to $100 a month, thus remaining eligible for Social Security benefits. A small number are college and graduate students who usually seek employment at the start of the fall or February term after their school schedules are set.

The returnees to the employment field, while they may need job information and adjustment counseling, have a different approach and motivation than the younger entrants. Many are not too concerned with responsibility or promotion or progress on the job. The chief need is for additional income for a period of time. At this stage, a career does not interest them.

Bookkeepers Most in Demand

Of these returnees, those with bookkeeping skills are most readily placed. Although taxes and tax forms may have changed since they last worked, most adjust readily since the fundamentals of bookkeeping have remained constant. Also, bookkeeping seems to be the skill longest retained. Many of the stenographers and typists are a little rusty in their skills, but after a short brushup or some concentrated practice, they are referred and placed. Then there are those with several skills who are placed as a "Girl Friday" or who are versatile enough to accept referrals to bookkeeping, stenography, or typing jobs upon a matching of their preference to desired hours, convenient traveling, or higher salary.

The openings on the part-time desks are a fertile source of job opportunities for hard-to-place older workers, who are regularly serviced by the Older Worker counselors.

The majority of housewives with school-age children usually request working hours from 10 a.m. to 2 p.m. Such jobs are available, but not enough to meet the demand for these hours. Those with diversified skills and flexible hours are more readily placed.

Interviewers assigned to the Part-Time Unit are responsible for a full promotion program of activity for their applicants. Their methods of job development are many and varied. Over the years, they have built up resource files of employers who use part-time workers, as well as the specific occupations involved. They also try to develop relationship with firms which have never used this service.

Promotion consists of field visits, mailed profiles of selected applicants, printed materials, and general and individual telephone solicitations. Many individual telephone calls are made for applicants with unusual or specific skills for whom no current openings are available. These calls are made either while the applicant is present, or during the slower period of the day when specific openings can be developed.

Certain hours of the week are set aside for telephone solicitations for general promotion, and to industries in anticipation of seasonal increases of staff. These firms are selected from the resource file of employers who are known to use part-time workers.

Still another promotional device is the use of a profile letter containing qualifications of several applicants which is mailed to a selected group of employers. Part-time worker promotion sometimes is used separately, and sometimes in conjunction with promotion of other full-time occupations.

These methods are believed to be fairly well-rounded to meet job development needs, but in spite of this continuous activity, the applicant load exceeds the number of job openings.

Wages of certain occupations fall within definite ranges, and part-time workers usually are paid on an hourly basis. Some jobs for clerks start at $1.50 to $1.75 an hour, while typists run between $1.75 to $2.25 an hour, stenographers from $2.25 to $2.75 an hour, and bookkeepers from $1.75 to $2.75 an hour. Some positions where skills and responsibility are combined pay as high as $3 an hour.

Small Firm Orders

Most job orders come from smaller firms which have too much clerical work for one person but not enough for two. There is also the very small firm or contractor who needs someone to type several bills and letters each week and to keep the bookkeeping and payroll current prior to the monthly visit of the accountant. Other sources are the small resident buying offices and administrative offices of some chain stores.

There is a fairly large applicant demand for evening and weekend jobs, but few job orders of this kind are received.

Part-time work is considered to be 30 or less work-hours, or less than 5 full days a week. Any orders beyond these limits are serviced in the regular units. With the constant trend toward a shorter workweek, it does not seem too long before new criteria will need to be established as to what is considered part-time. But come what may, the Part-Time Unit of the Manhattan Office Personnel Placement Center is ready to supply applicants with employment information, job adjustment counseling, and aid in finding suitable jobs.

Coming in November . . .

ES Activities in the

War on Poverty

Serving the Older Worker

In a Metropolitan Area

ROBERT A. KEILBACH

ES Staff teamwork, the development of tools and techniques to improve services, and effective use of community resources combine to help solve employment problems of the older worker.

Insuring the older worker of exposure to the full range of available employment services in a metropolitan operation rests upon the same factors that are necessary to give adequate service to all applicants in any size office. Each staff member must have a thorough working knowledge of the ES program, including an ever increasing array of tools and techniques, and the ability to relate available services to the needs of the individual applicant. The process of relating service to applicant need must start with the applicant's initial contact with the ES and continue as long as he is registered. To accomplish this, staff training is required on a continuing basis.

Robert A. Keilbach is Portland Area Manager, Oregon State Employment Service.

Registration at the Senior Citizens' Day Conference in Portland in August 1965.

Determining the need for staff training is best accomplished by a qualitative and quantitative review of service being rendered. Such a review is the responsibility of management at all levels. The review ranges from the daily evaluation or spot check of work products, work applications, job orders, counseling records, and the like, to the more formal or comprehensive review involving a written record of the findings and recommendations for remedial action, such as staff training, procedural changes, and adjustment of program goals.

In Portland, Oreg., four separate ES divisions are directly engaged in placement and related services to the older worker: A Professional and Commercial office, an Industrial and Service office, a Casual and Farm Labor office, and an Applicant Services Division. All of these divisions, with the exception of the Casual and Farm Labor office, were located in a single office until July 1962, when the Professional and Commercial staff was moved to separate quarters located in the heart of the Portland business district. The Applicant Services Division gives special assistance to Professional and Commercial and Industrial and Service applicants who need counseling, retraining, group counseling, or training in job-finding techniques. In addition to counselors, the Division is staffed with specialists who have supervision over the service programs for special applicant groups such as older workers, handicapped, and minority groups.

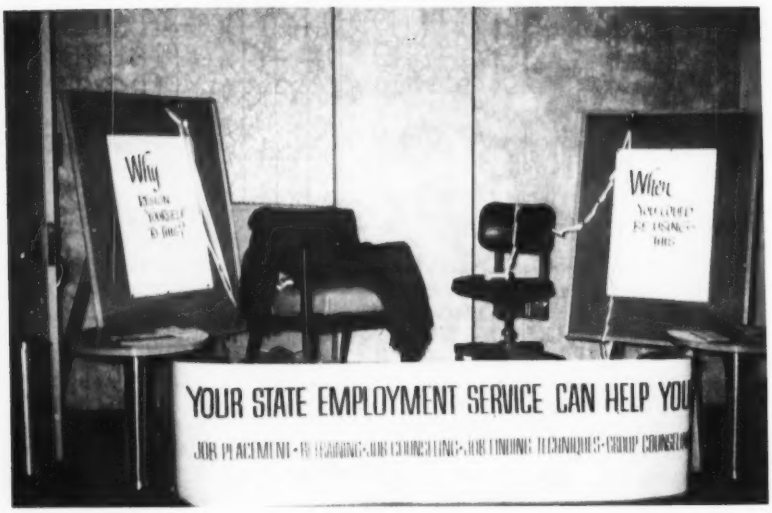
The Older Worker Specialist is engaged on a full-time basis in matters involving the older worker. He works with other staff members as a reviewer, advisor, and instructor. He also works directly with older worker applicants who require intensive or specialized service. An example of such service is group counseling.

This technique, while effective with any group of applicants, has thus far been restricted to those persons with employment problems related primarily to age. The counselor selects the candidates by the following criteria: Unemployed due to technological change or automation, or entering the job market for the first time or following a prolonged absence. We have found that the most productive group counseling is accomplished with eight counselees, both men and women, with varied backgrounds. Sessions usually last 4 hours, beginning at 10 a.m. and terminating at 3 p.m., with a 1-hour lunch period. Discussions include overcoming lack of self-confidence, how to make an effective job search—sources of employment leads, development of self-appraisal inventories and résumés, labor force trends, and such personal factors as grooming and conduct during a job interview.

Because of his special training in the principles of group dynamics, the Older Worker Specialist acts as discussion leader. Participants who wish to remain after the group session for personal service may do so. In some instances, the counselee will return at at a later date for additional assistance from the Older Worker Specialist or from the regular staff counselor. If the applicant does not contact the Employment Service within 30 days following the group counseling session, he is contacted to determine employment status, benefits derived

Photo courtesy Oregon State Highway Department

The ES display at the Senior Citizens' Day Conference.



from services rendered, or need for further assistance.

The results of group counseling, as well as job-finding training which is similar in content though not restricted to older workers, have been most gratifying. The effectiveness is apparent by the response from participants and acceptance by the ES staff.

Active Community Participation

Active participation in civic affairs and working relationships with outside organizations interested in the welfare of the older worker are important factors in gaining recognition of the Employment Service as a community manpower center. The Older Worker Specialist devotes a significant amount of time and effort to such activity. ES staff members are currently active with the following organizations: Portland Community Council—Committee on Aging, Greater Portland Council of Churches, Oregon State System of Higher Education—Preretirement Planning Committee, Senior Citizens' Day Committee, and the Mayor's Committee for Services to the Aging.

All of these committees and organizations are composed of representatives from labor, industry, public and private social service agencies, fraternal and civic groups, and of other interested citizens.

Each year, a "Senior Citizens' Day is set aside for a conference for residents of the Portland Metropolitan Area. The purpose of the conference is to stimulate and motivate senior citizens to take positive action toward financial, social, physical, and emotional improvement. The 1964 conference was attended by more than 1,000 persons. The 1965 conference was also well attended. Information centers were set up to handle such matters concerning employment as legal aid, education, and health. Because many who attended the conference were interested in obtaining employment, the Older Worker Specialist conducted brief screening interviews and, when appropriate, advised interested persons of the services available through ES offices.

Increasing recognition is being given to the need for preretirement planning. The Oregon State System of Higher Education, through its Division of Continuing Education, currently is designing a curriculum to meet this need for possible inclusion in the regular school program with the fall 1965 term. The program will concentrate on employment philosophy, attitudes, health, leisure time, and financial planning. The entire course will consist of 10 weekly lectures. The Older Worker Specialist will conduct the session on employment. The overall program is being devised so that it may be adapted to the needs of an individual business establishment. Personnel managers and training officers from private industry will be invited to attend the on-campus course to learn how to plan and conduct a similar course for their employees who are nearing retirement.

Each ES staff member is aware of the problems of the older worker and the specialized tools and techniques which can be applied to resolve such problems. Placement personnel, working together with staff specialists, form a team which is effective in utilizing both ES and community resources for the benefit of the older worker.

Good Résumé Writing

(*Continued from page 7*)

This page is not a scratch sheet but is to have complete information to be recorded on the résumé and should be signed by the applicant as an authorization for the agency to send copies of the résumé to potential employers. The completed worksheet is stapled to the local office application and supplies enough information for inoffice Employment Service use.

The résumé guide and worksheet packet are given to those applicants whose level of experience warrants the use of a résumé. This is the "O" code (professional occupations) classification, including the "O–X" group of applicants who have had education preparing them for professional positions. If an applicant has an adequate résumé of his own, it is not necessary to use the handout. The interviewer requests extra copies of the applicant's résumé and attaches one to the local office application. With the extra copies, the interviewer can, without any advance notice, arrange for positive recruitment, promote job development, use the résumé as a direct referral, and facilitate referrals.

The packet can also be given to selected employers with the suggestion that they provide the form to employees about to be terminated. This procedure would provide the local office lead time in searching out employment offers for the professional and technical applicants.

When Employment Service facilities are provided to firms engaged in positive recruitment, a supply of complete résumés is indispensable. During a recent mass layoff in Salt Lake City, the local office was host to six firms. As each recruiter arrived, prescreened résumés were provided for his review and he was able to select the applicants with whom he wished to speak. Nearly all of the 108 scheduled interviews held some hope for the applicant and the employer. During the same layoff, three other firms expressed interest in certain job classifications, but did not elect to utilize positive recruitment. They were given 113 résumés of qualified applicants.

A significant aspect of this new method is its adaptability. We have found that it affords maximum use of interviewer time with better service to the client.

He Cheers the Shut-Ins

Ronnie Niles is 22, and a victim of infantile paralysis, but that didn't stop him from making a success of his own business. His daily telephone calls to shut-ins are made possible by gadgets which he can manipulate with his feet. He operates his electric typewriter, pushes buttons to open telephone connections, and operates a button-controlled telephone dialing device. Each subscriber pays $6.00 a month for this "friendly visitor calling service."

Older Workers Can Be Retained

S. J. TROUMPALOS

The Worcester, Mass., local office was one of seven offices in the Nation called upon in 1956 by the Department of Labor to make an older worker study. It has been gratifying that Worcester County employers have been recipients of all awards since the inception of the annual older worker citation policy by the American Legion in 1961.

National awards are made by the Economic Commission of the American Legion from employers recommended by local Employment Service offices. The older worker awards are usually made in conjunction with the Legion's Hire the Older Worker Week (first full week in May).

Aware that older workers make up a valuable labor supply and that it would be the community's loss if these qualified people who could earn a living and contribute to the Nation's productivity were denied or restricted in their employment opportunities, the Worcester local ES office has accepted the challenge of promoting an older worker program. Full cooperation of most of the employers in the area has resulted in a healthy older worker retention and hiring practice climate.

An informed employer realizes that experience takes time; therefore, the arbitrary use of age as a barrier to employment is eliminated in his hiring or retention specifications.

The Morgan Construction Co. of Worcester, Mass., this year's recipient of the annual American Legion Older Worker Citation, manufactures rolling mills, wire-drawing machinery, and parts for the steel and wire industries. It has no compulsory retirement age even though it has a pension plan. The pension is payable at age 65 whether the recipient retires or continues to work. Hourly rates prevail throughout the plant, with no piecework or bonus systems. The plant is modern, clean, and very well equipped with all the machinery, safety measures, and production aids possible. Most of the employees are skilled and semiskilled workers.

The company has a program of movement of employees who, through age or physical limitations, cannot continue on their regular jobs. This movement may be initiated by the individual worker, the production manager, or the employment manager, but is never consummated without the approval of all interested parties.

The company has a small parts finishing department which proves to be excellent in most cases for the older workers who must move to other jobs. The workers sit at tables and work is brought to them by fork truck and conveyor.

For the most part, the transfer of the worker may have little or no adverse effect on wages. To compensate the transferred worker in cases where there is a monetary loss, management continues the individual at the old wage scale for 2 weeks for each year of service.

Retraining is not too essential in most instances because of the skills and background of the workers. Management has been extremely well pleased with results of the program over the past several years and feels that this built-in department has extended the working span 3 to 12 years for most of the workers who have been included in the job changes.

The excellent cooperation and relationship between State Employment Service offices, the American Legion, and other veterans organizations in promoting older worker hiring and retention must be emphasized. Only by working as a team in promoting better employer understanding of the problems of older workers can a community as a whole reap the benefits of this valuable source of manpower.

S. J. Troumpalos is Employment Service Manager, Worcester local office, Massachusetts Division of Employment Security.

Norman W. Stewart (left), Massachusetts State Commander of the American Legion, presents the 1965 annual award to Philip M. Morgan, President of the Morgan Construction Co., in recognition of the company's policy in hiring and retaining older workers.

URGENTLY NEEDED!

Manpower To Fill 3 Million Sandbags

CHERYL JENNISCH

Autumn has arrived in Iowa and the mighty Mississippi has long since returned to its banks. But the memory of old man river rampaging its way down 300 miles of Iowa's eastern border is still sharp as cleanup work continues.

Those who fought the flood will not soon forget the rampaging Mississippi as it raced downstream at 135 million gallons a minute, the worst flood in the history of the Upper Mississippi Valley.

Looking back at the weeks of backbreaking labor to control the damage to Iowa's farmlands, businesses, and homes, two things stand out in the minds of many: Iowa's manpower can be counted on in an emergency, and the Iowa Employment Security Commission is a vital manpower agency when natural disaster strikes.

Record flood crests were predicted 3 weeks ahead of time and the job to be done was plain—fight the flood.

Even at 11 p.m., the Muscatine local ES office was still crowded with flood workers.

But accomplishing that job was not quite so simple. However, with the advance warning, the Iowa State Employment Service offices in Dubuque, Clinton, Davenport, Burlington, Muscatine, and Keokuk swung into action. Working with Civil Defense directors and other local officials, local ES managers described the kinds of manpower assistance they could give. At that time no one knew just how great that assistance was to be.

Need for Organization

Even in the face of impending disaster, the first step was organization. The Employment Service contacted local high schools and held assemblies to explain what kind of work needed to be done and how local teenagers could help. Colleges, universities, and seminaries were contacted and their students eagerly volunteered.

Sandbagging operations were set up, and crews were assigned to start building dikes, capping manholes, and coning catch basins. Working with the Red Cross and the Salvation Army, arrangements were made for food—floodfighters build healthy appetites and workers must be fed.

Workers must be at the right place at the right time or the Mississippi would win another round. Local offices arranged with bus companies for transportation. As the floodwaters grew, boat transportation also became a necessity.

The need for workers changed rapidly, and soon daily contact with the schools and other organizations became part of the office routine.

As the countdown to crest time grew nearer, an around-the-clock schedule was set up. Standby crews grew in size until they numbered almost 100. A break in a dike or levee hung over everybody's head.

The local offices in the flood areas took on a new look. The working day of the ES staffs grew longer as the situation became more critical. When crest periods approached, offices remained open 24 hours a day. After a 14-hour workday for a week, one office opened its doors at 6 a.m. April 23 and did not close them again until 10 p.m. April 29.

In the early days, personnel men recruited in the offices for sandbagging operations at their own plant. When the crisis arrived, they stepped behind the counters and became part of the local office staff. Helping them were other professional and business men.

Installing equipment for two 2-way radios for use during the flood emergency.

Cheryl Jennisch is Chief, Information Services, Iowa State Employment Service.

Photo courtesy of THE CLINTON HERALD

Effects of an almost around-the-clock operation for over a week were beginning to show on the faces of Clinton's flood coordinators as they appeared at this daily press conference. Left to right, Police Chief Robert LaZonby; Civil Defense Director Mark Barnes; Mayor Harold Domsalla; VA Domiciliary Director Harold Jaffrey; and local ES Office Manager Ed McGee.

During the first few days, buses left the offices about five times a day. In the last weeks buses left every 10 to 30 minutes. The traffic in the offices was tremendous with lawyers, doctors, teachers, bankers, corporation presidents and vice presidents, plant managers, and housewives side by side. The young were much in evidence but many were old. A typical example is the 72-year-old man who flexed a strong right bicep and left for a sandbagging operation.

Keeping the offices clean was a minor problem but a big task. Four janitors cleaned one office four times a day. At times they had to use shovels to scoop the mud and dirt from the floors. Another office was faced with being flooded out. Desks were put on blocks, files were moved, and finally the staff was forced to move, but their manpower operations continued without a break.

ES staffs worked without breaks for meals. The Red Cross brought in food that was eaten while work continued. No one minded the overtime, but in a few weeks it totaled 662 hours.

Communications were vital, and a two-way radio was set up in one office. The one on the police band kept the office in constant contact with the sheriff's office, the police department, and the city engineer's office. The other radio was operated on a citizens' band and kept the office in contact with the buses so that workers could be moved to critical areas promptly. A radio crew of three to six operators was on duty at all times. The large radio equipment offered an added benefit, a public address system that proved valuable in making announcements to the large numbers of people coming and leaving the office. On a local basis only, one office had 1,520 radio spots plus newspaper publicity and a portable sound system to aid in getting volunteers.

Some offices were responsible for finding housing for out-of-town volunteers. Radio appeals brought responses from private homes. Local offices handled the calls from homeowners and directed workers to these homes. In some cases the staff even took time to transport workers to a much needed place of rest.

Schools were contacted and asked for permission to use their gyms for housing. Cots and blankets were obtained from Civil Defense and from the Red Cross. Even this was not enough, and 50 or more workers might be found sleeping on the bare floor of an ES office.

The river towns were not alone in their fight. Working with the Chamber of Commerce, the Ottumwa office played a vital part in sending volunteers to its sister office in Muscatine. The urgent request for help was accepted by local radio and television stations, and frequent program interruptions told of the need for volunteers in Muscatine. The announcer at one station organized car pools for those who needed transportation. Around 500 students at Parsons College in Fairfield heard the announcement and answered the call for help.

The critical area was an old weakened levee 15 miles downstream from Muscatine. Muscatine's industrial area is only 3 feet higher than this critical area. Should the levee break, 26,000 acres of farmland would be lost or damaged as well as industrial installations worth $50 million, the homes of 1,500 families, and the jobs of 4,000 workers.

Parsons College, some 60 miles away, offered to send 2,600 men. They were told that 1,000 to 1,500 would meet the emergency. Since all Muscatine's buses were in use, the college made eight trips in its own buses to transport all the students. On April 25 alone, 1,500 Parsons College students were in volunteer service. Students from the University of Iowa, William Penn College, Centerville Junior College, Iowa Wesleyan, Muscatine Junior College, and North Park College in Chicago also fought the flood.

The struggle with the Mississippi continued and gradually man won or at least could call the contest a draw. Many tasks performed by the ES remained untold. They were done because they had to be done and then forgotten. Staff members in eastern border towns find it difficult to recount all that happened. In many ways the days and nights of flood fighting are like last night's nightmare, not easily forgotten but not clearly recalled.

When the flood crest had passed, the local office staffs began to work with cleanup operations. What they had done in the days of crisis will not soon be forgotten.

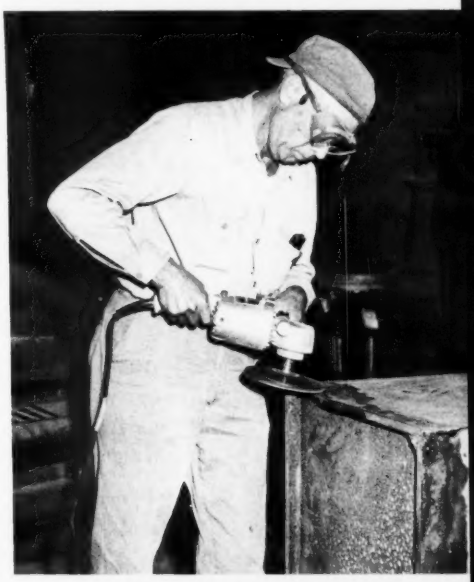
Staff members were stopped on the street and congratulated by persons they didn't know, Civil Defense directors wrote glowing paragraphs of commendation, and the State Director of Civil Defense presented the Clinton, Muscatine, and Davenport offices with special citations.

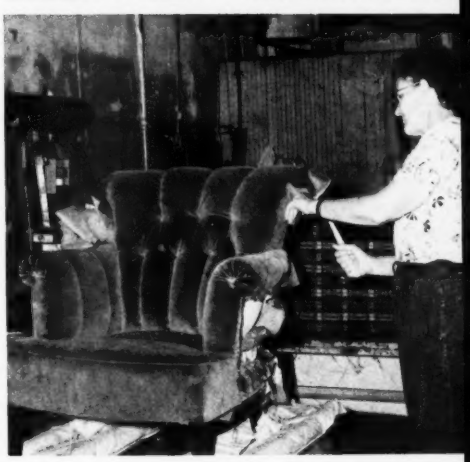
Offices in the flood areas are con-

(*Continued on page 47*)

Cracking the Age Barrier

ZOE FALES CHRISTMAN





In June 1963, the Office of Manpower, Automation and Training contracted with the National Council on the Aging (NCOA) to stimulate and sponsor demonstration projects in seven cities. New ways to attack the unemployment problems of displaced and undereducated older workers were to be sought, under varying job market conditions.

When this demonstration project was agreed upon, Charles E. Odell, Director, Older and Retired Workers Department, United Automobile Workers of America, became Chairman of the Project Advisory Committee, with Anthony Fantaci, Chief, Special Services, Bureau of Employment Security, and Dr. Walter M. Arnold, Federal Assistant Commissioner for Vocational and Technical Education, included on his committee.

The preparatory work took time. Cities had to be selected, local sponsors discovered, cooperative relationships established, project plans developed, contracts negotiated, and funds secured. But by the time the 1-year NCOA contract ended, projects were well underway in South Bend, Ind., and Milwaukee, Wis., and projects proposals were being developed in Baltimore, Boston, Asheville (N.C.), Cleveland, and Lansing (Mich.).

Now, under a second-phase contract which will run until August 1966, NCOA is continuing to work with seven cities—only the Lansing, Mich., project still awaits approval—and will provide technical assistance, evaluate the work, communicate the project findings, and otherwise seek to contribute to knowledge in the field. Monographs, how-to-do material, a documentary film, and a national meeting will be the information media.

Our new contract specifies that this work is to be done in close cooperation with the Employment Service. To that end, Frances Schon, on leave from her position as director of the New York State Employment Service Older Worker program, joined the project in April as employment consultant. She is providing liaison with the Employment Service and field service to the projects.

This article will examine several questions related to the projects: Why the older worker demonstration projects? What are they? What has been the cooperative role of the Employment Service? What more might it be?

The why: The Secretary of Labor's 1965 manpower training report to the Congress shows that last year workers 45 years of age and older make up 38.9 percent of the labor force, at least 46.2 percent of the long-term unemployed, and only 10.9 percent of trainees under the Manpower Development and Training Act (MDTA).

Conclusion: Something more than present programs is called for if the growing force of displaced and undereducated older workers is not to multiply in hopeless unemployment,

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Zoe Fales Christman is Director, Older Worker Training and Employment Project, National Council on the Aging. Until her retirement in 1963, Mrs. Christman was for many years Public Relations Director of the New York State Division of Employment.

the workers robbed of dignity and purpose.

It is hoped the demonstration projects are making a start toward finding what that "something more" might be.

The problems are familiar enough to the Employment Service: Obsolete skills, arbitrary age restrictions, low literacy levels, insecure older worker attitudes, fear of tests and of school, fear and ignorance about jobs and job-hunting, discouragement and personal problems of many kinds.

But more needs to be known. How can negative attitudes of employers, older people, and the community be overcome? How can the discouraged be reached, their fears allayed, their confidence restored? To whom will they listen? How can testing methods be improved to reveal the natural aptitudes and lifetime-experience talents of undereducated adults? What are the health, family, and economic problems that interfere with successful training? What additional services might be effective in overcoming them? What about training techniques? Do adults and children learn in the same ways, or are different methods needed? For what should they be trained? Can new jobs be developed to provide new and needed services?

It is to some of these unknowns that the NCOA demonstration projects are addressed. The literature is almost nonexistent, at least in this country. Some university studies are in progress, but what is known about the 45- to 65-year age group is largely what the Employment Service has found out, and this obviously is not enough. The problem persists.

Each of the following projects, planned by community leaders as sponsors, in cooperation with the Employment Service and training authorities, has its special focus, a theory to be tested.

South Bend: That in a crisis situation resulting from a plant shutdown, a problem of mass unemployment of unskilled and semiskilled older workers can be resolved through effective mobilization of total community resources, profuse publicity, intensive individual counseling, and creative job development within and outside the job market area.

Milwaukee: That effective new techniques can be developed for measuring attitudes, that the new and effective nonreading comprehension and interest measures can be developed, and that deep involvement of the business and industrial community in worker evaluation, training recommendation, and job development can result in suitable older worker employment.

Baltimore: That through education and individual job development for qualified older workers, employers can be persuaded to relax previously established age restrictions. (An original theory that suitable employment could be provided through development of on-the-job training (OJT) opportunities in health and welfare fields has been abandoned because rigid physical demands and substandard wage and working conditions were found to be obstacles. However, opportunities will be developed in other industries.)

The Maryland Employment Service recently has assigned one of its professional staff members to work with the project, thereby establishing a clear channel for the sharing of its experience and know-how.

Boston: That total supportive services, provided together with employment services in a visible all-purpose neighborhood center, can make the difference between success or failure for older jobseekers. OJT and group jobseeking clinics, especially for white-collar male jobseekers, are being used. (An original theory that contemplated older worker job development and retraining in connection with an urban renewal program had to be abandoned because of urban renewal delays.)

Cleveland: That recently unemployed older workers, reached before they fall into a continuing pattern of unemployment and supplied with closely coordinated supportive services, as needed, can be successfully trained and placed in suitable jobs.

Asheville: That disadvantaged workers of limited education, mostly marginal farmers, living in nearby depressed and isolated areas, can be reached and motivated by nonprofessionals (neighbors who have received some special orientation) and can be trained successfully for productive employment—self-employment, forestry, and other available work in the area and year-round work in Asheville, a prosperous resort and retirement center. Basic training brought to the people in their own communities, followed by vocational education, in institutions and on the job, is provided. An Employment Service counselor and a placement interviewer are attached to the project.

Lansing: This project, not yet underway, proposes to test the theory that the design and conduct of training programs (organization of instruction, methods of teaching, choice of institutions, and physical location of training) are crucial to success in getting participation of older people. The importance of the involvement of the trainees' husbands or wives in supporitng roles as a factor in stimulating and maintaining interest will also be tested.

In each case, to greater or lesser degree, the Employment Service has participated in project planning and a cooperative Employment Service role has been written into the contract. In Asheville, for example, the Employment Service—specially funded through the ES–148 procedure for financing collaborative services under Office of Manpower, Automation and Training (OMAT) projects—is helping to staff the project. In Cleveland, through similar financing, Employment Service staff will assist in identification of project clientele and participate in some special followup studies. In other cases, the Employment Service role has been largely limited to referring older workers for project service, GATB testing on request, screening project candidates for MDTA training, and, in some projects, the placement of trainees.

With respect to its role, there has been meticulous Employment Service adherence to the letter of the contracts. However, the cordiality of the cooperative relationships has varied, and there have been some misunderstandings, as one might expect.

In some cases there was less Employment Service participation during the planning stage than there might have been. It has become evident that the soundest hypotheses were formulated, and relations were best, when the Employment Service helped to identify problem areas where experimental work might be productive.

If the Employment Service stake in the success of the projects is recognized as real, then cooperation far beyond the scope of the present contracts would appear desirable, with special financing as necessary through the ES–148 procedure.

It would be premature to speculate on even tentative results of the NCOA program and the short-term demonstrations projects, as a number of the projects are just getting underway. However, it is our hope that through trial and error, success and failure, knowledge of the problem and ways to attack it will grow, and that public demands for broadened and coordinated attack will be heard and satisfied.

Sales Training

(*Continued from page 6*)

her situation. She came to the class shy and inarticulate but worked hard at developing self-confidence and sales technique. After graduation, she passed the real estate license examination and now is with a local real estate firm. When she returned to the college to address another sales class, she said: "A whole new world has opened for me, and a new way of life."

A recent followup study shows that of 168 sales-training graduates, 141 are employed. Twenty-four individuals have left the area or could not be contacted and may be employed. A number of the earlier graduates are known to have been promoted by their employers, and several have moved up from retail sales to the more lucrative field of wholesale selling. Department stores and specialty shops through Yakima Valley and beyond employ the largest number of graduates—as many as 90. At least four entered employment on the wholesale sales level; six in farm equipment and supplies; eight in finance, insurance, and real estate; and the balance in miscellaneous sales or promotional type employment. Some trainees have been able to move from one field of sales work to another, indicating the value of the broad type of sales training they have received.

The value of the program to the community is definite and measurable. The value of the program to the individual is expressed best by one of the trainees, "I was beginning to think nobody wanted me. If you take this course and put something into it, you will get something that an employer wants."

Secretary's Conclusions and Recommendations

The most serious barriers to the employment of older workers are erected on just enough basis of fact to make it futile as public policy, and even contrary to the public interest, to conceive of all age restrictions as "arbitrary" and to concentrate on the prohibition of practices which include this element.

Conclusion: To the extent that arbitrary discrimination occurs, it can and should be stopped.

Recommended Action: A national policy with respect to hiring on the basis of ability rather than age.

Conclusion: To the extent that obstacles exist to the employment of older workers because of limitations in their abilities, these abilities must be enlarged.

Recommended Action: Enlarge educational concepts and institutions to meet the needs and opportunities of older age. In studying the financing of opportunities for individual workers to make up for earlier failure to complete grade or high school and receive educational and technical refurbishment, consideration might be given to the possibilities of a new system of contributory insurance for educational credits for workers.

Conclusion: To the extent that employment security and income maintenance programs are having a wholly unintended adverse effect on the position of older workers who are unemployed, these programs must be adjusted.

Recommended Action: Adjust institutional arrangements which work to the disadvantage of older workers. This will require special arrangements to overcome employer reluctance to hire qualified workers under present pension and seniority arrangements by modifying some, encouraging new kinds of employer and union actions, and exploring additional steps to be taken by the Federal Government.

Conclusion: To the extent that the process of matching men and jobs is working to the disadvantage of older workers, the process must be improved.

Recommended Action: Increase the availability of work for older workers.

The fundamental fact that will determine the situation of the unemployed older worker is the condition of the national economy. As long as there exists a considerable body of unemployed persons, the unemployed older worker will be competing for jobs at a disadvantage. By and large, the hard present facts of education, training, and mobility work to the advantage of younger workers. Full employment comes first in any serious intention to eliminate the disadvantages which unemployed older workers must overcome.

Given a high and expanding level of employment, however, a vigorous nationwide employment effort, with new and improved arrangements directed at the needs of older workers, is required to provide the special counseling, training, and placement attention that will lead to job opportunities.

The U.S. Employment Service and the affiliated State services constitute the basic operating re-

(Continued on page 36)

THE AMERIC

AGE DISCRIMINATIO

REP
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The Secretary of Labor shall make a full
which might tend to result in discrimination in
the consequences of such discrimination on the
The Secretary of Labor shall make a report to t
1965, containing the results of such study and
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because of age as he determines advisable.

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On the basis of this congressional mandate
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As directed by the Congress and on the pre
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marized, with actions recommended for the E
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HE OLDER RICAN WORKER

ATION IN EMPLOYMENT

REPORT OF THE SECRETARY OF LABOR TO THE CONGRESS

ake a full and complete study of the factors ination in employment because of age and of ion on the economy and individuals affected. report to the Congress not later than June 30, study and shall include in such report such event arbitrary discrimination in employment ble

Civil Rights Act of 1964, recognized that the ective public policy regarding discrimination nd unfearing confrontation of reality as did cy opposed to discrimination based on race, gin." It acknowledged that workers' ability eir age as to their race, color, religion, sex, or

al mandate, the Department conducted studies ades affecting employment of persons 45 years , health, and life insurance plans; seniority older workers." The effect of the characteris- oyability such as results of aging on ability, formance was also studied, as were the social icting employment of this growing segment

l on the prescribed date, the Secretary of Labor er American Worker: Age Discrimination in co mmend tions of the year-long study are sum- d for the Employment Service to increase the ers presented in full.

Employer Practices and Attitudes Affecting Older Workers

Part of the overall study requested by the Congress included a special survey conducted in the spring of 1965 by the U.S. Employment Service and affiliated State Employment Services in Baltimore; Indianapolis; Kansas City, Mo.; Memphis; and Salt Lake City. In this survey of five cities located in States that did not, at the time, have laws prohibiting discrimination in employment on the basis of age, selected employers were interviewed regarding their personnel practices. The purpose of the interviews was to ascertain their hiring policy with regard to age, to probe the factors which motivate employers to set upper age limits for hiring new workers, and to determine why some employers hire few or no older workers despite the absence of a restrictive hiring policy. The findings of this survey are condensed below.

By age 45, a worker's employment opportunities are likely to contract sharply; they shrink more severely at age 55, and virtually vanish by age 65. While this does not mean that older workers cannot get jobs—even good jobs, it does mean that their job search may be long and hard, for they will be given no consideration for employment in some establishments. For many, it also means that their choices narrow; they must accept reduced wages—in some cases, for the same kind of work and, in others, for work at lower skills.

These findings from earlier investigations were confirmed in the most recent survey in five cities of 540 cooperating establishments representing virtually all major nonagricultural industries. Of these, 454, accounting for 71 percent of aggregate employment, provided age data on the 89,000 new workers hired during 1964. Over 90 percent of these workers had not reached their 45th birthday. Only 8.6 percent of those newly added to the payroll were older workers, a low rate of older worker participation in the hiring process when older jobseekers accounted for 27 percent of the unemployed during 1964 and constituted 30 percent of all applicants registered for employment at the public Employment Service offices in the surveyed areas in May 1964.

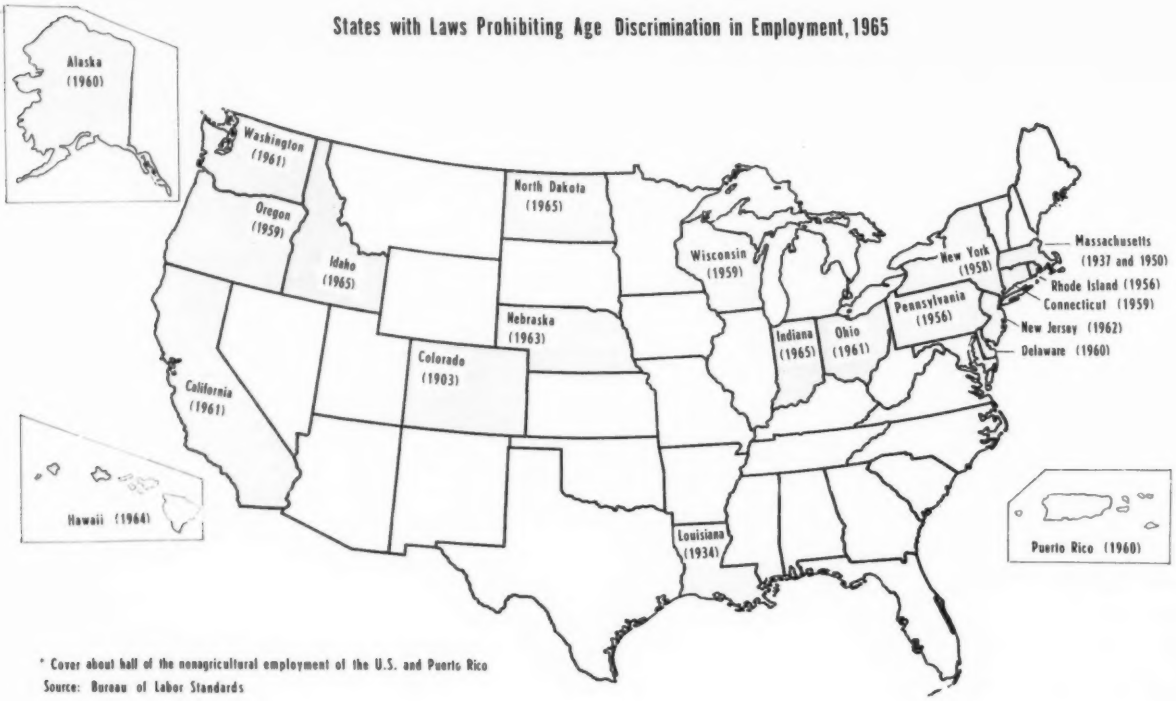
In a survey conducted in 1962, 10.6 percent of hires were older workers, whereas in a 1955 survey, when the national unemployment rate averaged 4 percent, older workers filled 20 percent of the new hires, evidence indicating that their share of new hires may be diminishing.

The latest survey revealed that one out of five employers failed to hire even one new worker during 1964 who had reached his 45th birthday; half reported that less than 5 percent of new workers were in this age group. However, workers aged 45 and over accounted for at least 15 percent of all new workers hired by one out of every five employers. Many of the employers praised the older worker for his job performance, stability, dependability, responsibility, knowledge and experience, adaptability, trainability, and other desirable traits.

Other major findings are:

Opportunities for employment of older workers were best, as might be expected, in establish-

States with Laws Prohibiting Age Discrimination in Employment, 1965



* Cover about half of the nonagricultural employment of the U.S. and Puerto Rico

Source: Bureau of Labor Standards

"Arbitrary age discrimination is significantly reduced in States which have strong laws, actively administered, directed against discrimination based on age."

"While State laws have been increasing in number, some are not implemented at all, and, with few exceptions, the State resources have been inadequate for assuring effective compliance."

—THE OLDER AMERICAN WORKER, Report of the Secretary of Labor to the Congress.

ments with an affirmative policy in hiring without regard to age.

Only one out of six establishments surveyed had such a policy. About one out of four employers imposed upper age limits for one or more occupational groups. Some of them usually hire workers at much younger ages than their upper limits permit. At least half of the 56 percent of employers who did not relate hiring policy explicitly to age indicated that they had preferences tantamount to age restrictions. In contrast, many employers reporting "no policy" hired older workers freely.

Retail trade, hotels, personal and medical services, and Government had the best record of hiring older workers. Manufacturing industries, as a whole, hired few older workers.

With the exception of Government, where the favorable older worker hiring experience was directly traceable to nondiscriminatory merit system appointments, relatively high proportions of older worker hires occurred largely in activities characterized by low earnings.

Upper age limits tended to be imposed at more advanced ages, or to vanish altogether, for hard-to-fill occupations. Older jobseekers in skilled and professional occupations found jobs more readily as did those who would accept lower paid service and sales jobs.

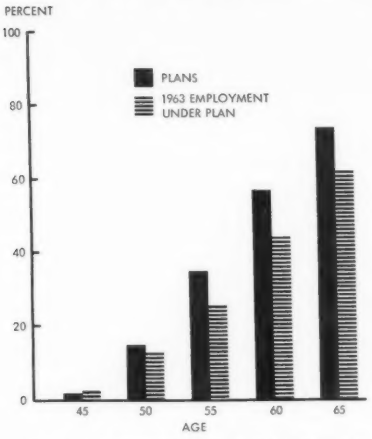
Small establishments hired a considerably greater proportion of older workers than did large establishments for skilled, service, professional and semiprofessional, and managerial openings. There was little difference between large and small firms in hiring patterns for less skilled industrial and clerical jobs. Large companies hired relatively, as well as numerically, far more older sales workers.

Physical requirements were the most frequently mentioned consideration for restrictions on the hiring of older workers, accounting for a third of the reasons given.

The validity of this reason seems questionable in view of the wide differences in the standards applied to essentially similar jobs. Many employers restricted their hiring of older workers because of the physical requirements of some jobs, whereas some employers hired older workers for the same kinds of jobs without comment regarding their physical capabilities.

Policy of promotion from within ranked second as a reason for not hiring more older workers, accounting for about 8 percent.

A THIRD OF PRIVATE PENSION PLANS EXCLUDE WORKERS HIRED AT AGE 55 AND OVER HALF AT AGE 60



Source: U. S. Department of Labor, Bureau of Labor Statistics

Such a policy achieves good morale and reduces turnover, but adversely affects the experienced jobseeker because it restricts the number of above-entry jobs available to a displaced older worker qualified by training and experience. Some employers were unwilling or reluctant to offer entry jobs to older applicants because they anticipated dissatisfaction with the jobs and their lower pay rates, as well as an inability to meet the greater physical demands of many of these jobs.

Other factors, in descending order of importance, were the older worker's reluctance to accept reduced earnings, costs and provisions of pension plans, lack of skills, limited work-life expectancy, few older job applicants, and educational requirements—all mentioned rather infrequently, in from 4 to 7 percent of the cases.

It is possible to run the gamut of reasons that employers give for not hiring older persons and then find that other employers hire them because they believe that the exact opposite is true. However, some of the reasons advanced, such as promotion from within and company pension plans, may present a genuine dilemma: What is good for the employed workers can work a hardship on the unemployed worker. Also, lower earnings are hard for the displaced worker to accept; yet new employers have no obligation to match a worker's previous rate of pay.

Particularly important among the variety of approaches to a solution of the problems of insuring employment opportunities for older workers would be an intensive informational and educational program to encourage employers to evaluate older applicants strictly on their ability to perform the job.

The Employer Panel— Help for Older Workers

GRACE A. KIME

A typical and revealing reaction of an older worker is expressed in a letter to the Advisory Employer Panel for Older Workers in Rochester, N.Y., which says: "You afforded me the opportunity of appearing before the Advisory Panel on November 18, at a time when I was beginning to feel that I was lost to any community interest." At the time he was introduced to the Panel, he had been unemployed for over 8 months. The sound advice and suggestions given to him eventually resulted in a most satisfactory job.

Older jobseekers have been finding knowledgeable advisors in a group of industrial relations and personnel executives who serve voluntarily as the "Advisory Employer Panel for Older Workers." The Panel has been in operation 2½ years. It came into being because it was recognized by the State Employment Service that counseling and placement of some older workers, particularly in the professional and clerical areas, called for supportive services from other experts in the community.

In the spring of 1963, the Employment Service and the Industrial Management Council of the Chamber of Commerce agreed on the merits of an employer panel. Seven experts from industry, education, and banking were selected to act as consultants, to stimulate thinking and to help open new avenues to the older applicant. The Panel meets to interview jobseekers, mostly in the 45–62 age bracket, at the Professional and Commercial Placement Center of the State Employment Service. Originally, the Panel met bimonthly; however, at the suggestion of the Panel members themselves in 1964, the meetings were increased to once a month. The membership was expanded to nine, with rotating membership: three new members and a new chairman to be appointed each year. This rotation gives the Panel a broad scope of experience and thinking.

The Panel sessions have been effective not only as morale-builders and job-finders for displaced older workers, but also as a means of bringing the older worker problem directly to the attention of employers and other community leaders.

As a result of Panel activities, nearly two-thirds of those interviewed obtained employment. For example, one older worker interviewed by the Panel had been treasurer of a retail organization for about 20 years (unemployed 25 weeks) and was placed as controller of a semipublic agency. Another, a credit and inventory clerk for 25 years (unemployed 2 years), was placed as a materials clerk supervisor for a university.

The Panel approach has proved successful as the result of cooperative employers and experienced Employment Service counselors working together to develop greater job opportunities for older workers.

Grace A. Kime is an Older Worker Counselor in the New York State Division of Employment.

(*Continued from page 32*)

sources for getting this job done. Where concentrated efforts have been made in behalf of older workers, the experience of the Employment Service clearly shows that substantial employment opportunities can be developed. But a fully adequate program will require

—additional intensive individual counseling and group counseling with specially trained counselors available for older workers, including veterans (many of whom are now in their forties and fifties) and military retirees;

—the organization of new job-finding community activities, including self-help groups;

—the development of *part-time* employment opportunities;

—referral to appropriate retraining projects and basic education courses, or to other facilities and services such as those provided in the field of vocational rehabilitation or to be provided under the pending Older Americans Act;

—the organization of community efforts to change employers' attitudes toward rigid age restrictions;

—intensification of programs for dealing with mass layoffs from plant shutdown, whether related to changes in defense programs or in civilian production.

It will also require, under the Manpower Development and Training Act

—larger provision for training and retraining opportunities for older workers, especially through on-the-job training;

—development of new and more effective methods of training adult workers;

—more opportunities for basic education and income supplements to make this education practicable.

To achieve all this will call not only for action in new directions but also for special leadership and attention to the problems of the older worker at a key point in the administration of the Nation's manpower programs. This should be a matter given special attention in developing the nationwide employment effort.

Labor and management must be relied on to work out techniques to help older workers meet the requirements of new jobs while they are still employed, and thus forestall the likelihood of unemployment. Several specific possibilities were emphasized in the 1962 Automation Report of the President's Advisory Committee on Labor-Management Policy

—planning job changes in advance;

—cooperation between management and employee representatives to meet the problems involved;

—open reporting to the employees involved;

—timing of changes to take advantage of expansion and attrition;

—institution of severance pay programs based on length of service.

Techniques for the advance planning of manpower requirements are being applied in a number of industries, and have been used successfully in several difficult disputes over adjustment of technological change.

Techniques are only beginning to be developed for the redesign of jobs to permit greater numbers of older workers to function effectively at high levels of productivity.

Techniques are being developed for effective preretirement planning which can mean the difference between good and poor adjustment. They encompass financial planning, living arrangements, the managing of money, health problems, and the question of what to do with one's time. They are best carried out at the work location and where possible under joint labor-management sponsorship.

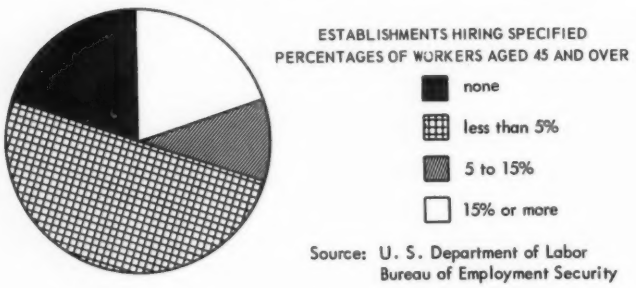
They Could Help Community

There are many community tasks at which older persons can be employed. There are substantial community needs that have not been met, and for which local authorities do not have funds. A great deal of this work can be done by older workers, and would be if Federal assistance were available in a form similar to the present financing of the Neighborhood Youth Corps. Community work would recapture and preserve human abilities, utilize manpower, provide satisfying occupation, and forestall additions to the mounting welfare case load.

Local communities should be encouraged and assisted to develop employment opportunities in cooperation with private enterprise as well as through public and nonprofit agencies. Participation by private enterprise in the administration of parts of the War on Poverty, in connection with the Job Corps camps and work experience projects, and in the on-

(*Continued on page 66*)

OLDER WORKERS REPRESENT LESS THAN 5 PERCENT OF NEW HIRES IN MOST ESTABLISHMENTS[1]



Source: U. S. Department of Labor
Bureau of Employment Security

[1] Based on Special Survey of Hiring Practices in 5 Cities in 1965

Older Workers Gain New Skills

HARRY NOVICK
and HUBERT L. REEVES

Clerk-typist classes were among the most popular for women.

Mr. L., age 59 and an employee in a Rhode Island textile plant for 20 years, saw his job vanish virtually overnight when the plant moved to another State. Because of his age and the continued reduction in textile employment in his section of the Nation, Mr. L.'s job outlook did not appear bright. However, a few weeks later, he was selected for an MDTA course for general machine operator. After completing 29 weeks of the 30-week course, he accepted employment as a lathe operator in a stable industry at $2 per hour, with good possibilities of wage increments. Followup reports have indicated the employer's satisfaction with Mr. L.'s performance.

Similarly, after 55-year-old Mr. P. of St. Paul, Minn., had been unemployed for 30 weeks, he was offered MDTA training. Married, with one child at home, Mr. P.'s formal education had ended with the sixth grade. He had held only short-term jobs during the previous 6 years. After completing a 6-month training course, he was employed as a machine operator at a starting wage rate of $2 per hour. In a followup interview, the employer stated: "Send me all the men you have, if they are as well qualified and well adjusted as Mr. P."

These cases illustrate how MDTA training projects are opening new job prospects for unemployed older workers.

Reports processed through early June 1965 indicated that 21,700, or 10.6 percent, of the 205,500 trainees who had been enrolled in MDTA institutional courses were 45 years of age and over. Recent MDTA amendments making possible longer periods of training and increased allowances for trainees with dependents, coupled with continuing efforts by the public Employment Service to obtain relaxation of employer hiring specifications, are expected to increase participation of older workers in training projects.

As might be expected, trainees aged 45 and over were found more often among the longer term unemployed and less educated than the average MDTA trainee. However, older workers were, nonetheless, experiencing appreciable success in finding jobs after finishing their courses of instruction. About two-thirds of them had found jobs as compared with three-fourths of all graduate trainees.

Utah leads all States in the proportion of trainees age 45 and over included in the MDTA program with 20.4 percent, followed by South Carolina with 18.5 percent, and Montana with 18.3 percent. Six other States—Vermont, California, Nevada, Maine, Massachusetts, New Jersey—and Puerto Rico each reported that between 15 and 18 percent of all trainees were older workers.

Special Training Programs

In order to meet the training requirements of many unemployed older workers and to facilitate their reemployment, growing emphasis has been placed on the development of multi-occupational projects. One such project which merits particular attention will provide training in 18 occupations for 400 workers in the New Orleans area. This project, described on page 11 of this issue, will provide intensive individual counseling and testing, including nonreading aptitude testing, and guidance service; prevocational training and orientation in various areas; and basic education where necessary. In addition, several experimental and demonstration projects, sponsored by other organizations and designed specifically for older workers, are in various stages of development or are in progress. Some of these have led, or will lead, into institutional training and others into on-the-job training under the MDTA program.

Occupational Objectives

The most popular courses for men were for general machine operator,

Harry Novick and Hubert L. Reeves are in the Branch of Training Operations Reports Analysis, U.S. Employment Service.

Occupational Training of MDTA Enrollees 45 Years and Over, by Major Group and Sex

(Percent distribution)

Occupational courses	All workers 45 and over	Men	Women
Total	100.0	100.0	100.0
Professional and subprofessional	9	3	17
Skilled	27	47	3
Semiskilled	13	17	9
Service	18	11	26
Clerical and sales	23	3	45
Agricultural	10	19	.....

farmer, automobile mechanic, combination welder, carpenter, janitor, cook (hotel and restaurant), maintenance man (building), automobile-body repairmen, and electrical-appliance serviceman. Among the principal occupations in which women have been enrolled are clerk-typist, licensed practical nurse, stenographer, nurse aide, general office clerk, general duty nurse, machine stitcher (boot and shoe), salesperson, and cook (hotel and restaurant).

Personal Characteristics

According to the reports processed through early June, 46 percent of the trainees 45 years and older were women, whereas women accounted for only 39 percent of all MDTA trainees. Larger proportions of the older trainees were heads of families, primary wage earners, and had more dependents than MDTA trainees as a whole. About three-fourths of them had 10 years or more of previous work experience, as compared with approximately one-fourth of all MDTA trainees.

Nearly 90 percent of the older worker trainees were unemployed the remainder were underemployed persons, family farmworkers, and reentrants to the labor force. Better than average success has been achieved in including the long-term unemployed older workers in the MDTA program. About 56 percent of the older enrollees, compared with 46 percent of all trainees, had been jobless for 15 weeks or more. The entire difference occurred among those out of work for more than 6 months—42 percent of the older trainees as against 32 percent of all enrollees.

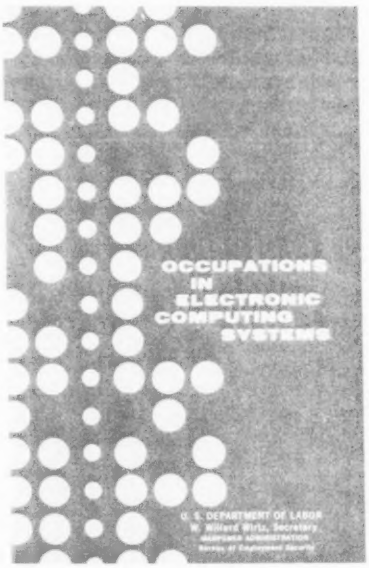
Almost a third of the trainees over age 44, but only about a sixth of all MDTA trainees, have had no more than an eighth grade education. Increased emphasis has accordingly been placed on providing basic education courses to overcome this deficiency. Much remains to be done, however, toward reaching educationally disadvantaged older workers, since in 1964 over half of all unemployed persons in this age category had no more than 8 years of schooling.

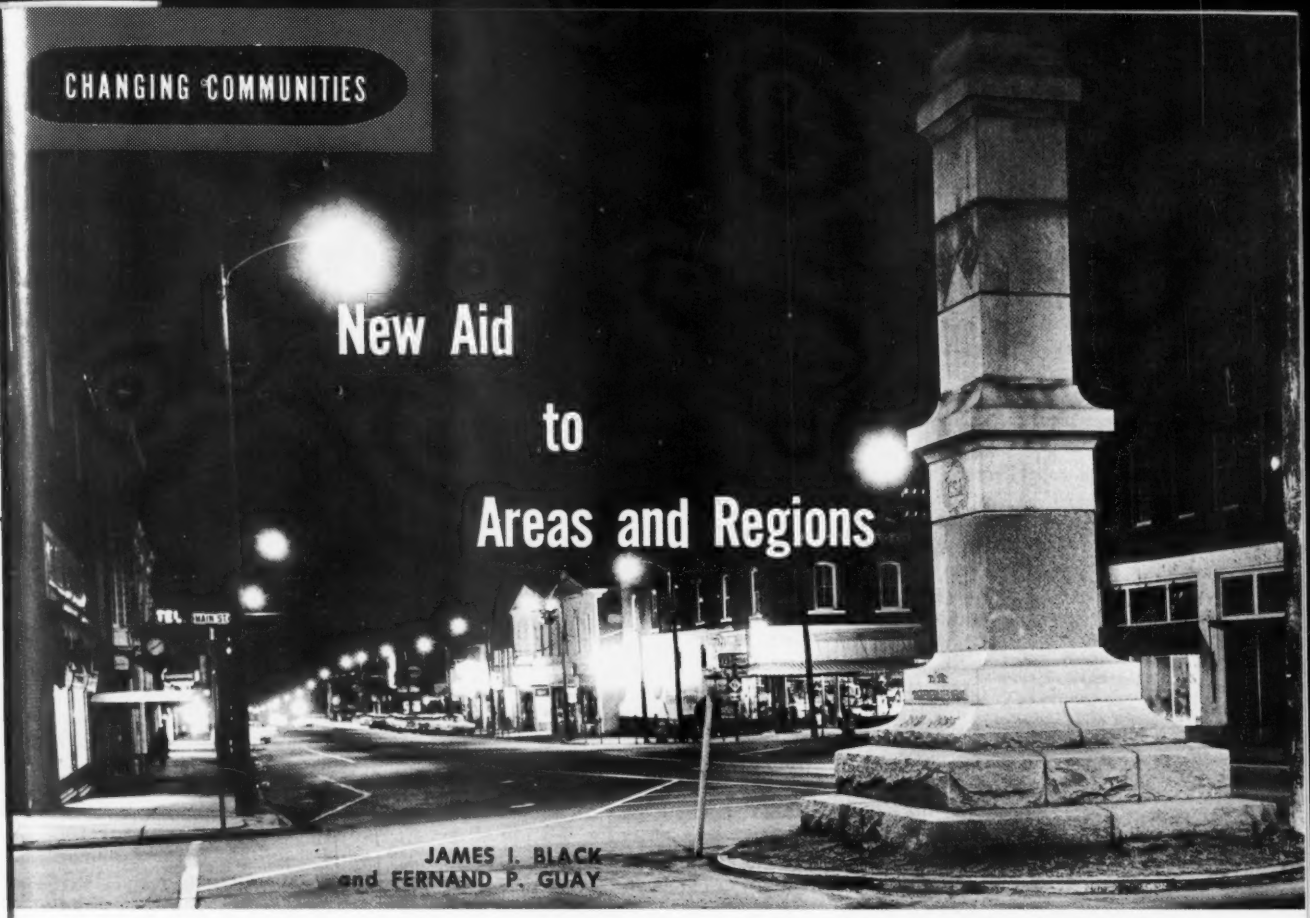
Much also remains to be accomplished in reaching increasing numbers of older nonwhites, through MDTA training. The proportion of nonwhites among trainees 45 years of age and over is only about half that found among MDTA trainees (approximately 30 percent). Obviously the difficulties faced by the average older worker in his search for employment are generally compounded for older nonwhites.

This electrical appliance serviceman training course will prepare these men for new or better jobs.

Occupations in Electronic Computing Systems

The Department of Labor's Bureau of Employment Security has issued a revised edition of *Occupations in Electronic Computing Systems*, replacing a 1959 edition. The revision describes 23 occupations involved in the development and use of automatic data processing equipment; the first edition covered only 13 occupations. The publication describes jobs in the computing field in terms of duties performed and education, training, and experience generally required. The publication is used by State Employment Service offices in placement and counseling of workers and by vocational and training counselors.





New Aid to Areas and Regions

JAMES I. BLACK
and FERNAND P. GUAY

Photo courtesy Small Business Administration

The Public Works and Economic Development Act of 1965 (EDA) signed by the President August 26, 1965, draws on the experience of the Area Redevelopment and Accelerated Public Works programs, and incorporates the regional planning concepts of the Appalachian Regional Development Act. A distinguishing feature of the new legislation is the multilevel assistance it provides to regions and subregions as well as to smaller areas, in contrast to the Area Redvelopment Act (ARA), which provided aid at the local level, mostly to single counties and labor areas. Authorizing an appropriation of $3.25 billion over a 5-year period, the Economic Development Act is expected to strengthen and expand redevelopment efforts, particularly with respect to loans and grants for public works and development facilities, loans for the purchase or development of land and facilities for business and industry, and technical assistance.

James I. Black and Fernand P. Guay are in the Branch of Area Labor Reports, U.S. Employment Service.

Eligibility Criteria

Criteria for eligibility under the EDA differ in several respects from those included in the Area Redevelopment Act. For example, eligibility for assistance from the ARA specified that an area's current (most recent month) unemployment must be at least 6 percent of the work force (excluding temporary or seasonal factors). The new legislation provides that the current rate of unemployment for "the most recent available calendar year" must be 6 percent or more. Under both laws an area must have an average unemployment rate of 6 percent in addition to other specified criteria for these qualifying time periods: (1) 50 percent above the national average for 3 of the preceding 4 calendar years; or (2) 75 percent above the national average for 2 of the preceding 3 calendar years, or (3) 100 percent above the national average for 1 of the preceding 2 calendar years. Terminations of eligibility will not be made during interim months of the year, as was possible under ARA, but will await the annual review of data for the latest calendar year.

To carry forward programs begun under ARA, all areas designated for assistance under the Area Redevelopment Act on or after March 1, 1965, will remain eligible under the EDA

until after the first annual review of eligibility prescribed in the new Act.

Areas which would not otherwise qualify as areas of "substantial and persistent" unemployment, but which nevertheless, experienced joblessness averaging 6 percent or more during the preceding calendar year may be eligible for public works grant assistance. This provision was added to provide assistance of the type previously available to eligible areas under the Public Works Acceleration Act of 1962.

At least one area in each State must be designated as a redevopment area.

Areas' Size and Income Criteria

In general, no area (except an Indian reservation) may qualify for assistance under the EDA if it has a population under 1,500. Eligible areas are either labor areas (as defined by the Secretary of Labor), counties, or cities of 250,000 or above. However, after consultation by the Secretary of Commerce with the Secretary of the Interior or an appropriate State agency, Federal and State Indian reservation areas with populations of 1,000 or more may qualify for assistance. Additional areas experiencing substantial declines in population because of a lack of employment opportunities may also be eligible.

Areas may also qualify for assistance if their annual median family incomes are 40 percent or less of the national median. Based on 1960 census data, an area with a median family income of $2,264 or less would qualify.

Aid for Sudden Loss of Jobs

A significant addition to the new legislation is the provision for areas stricken with mass layoffs and sudden rises in unemployment. Areas may qualify under this provision when it is determined that the loss, removal, or closing of a major source of employment has caused, or threatens to cause, a decline in local jobs severe enough so that unemployment is likely to rise 50 percent above the national average within a 3-year period, unless assistance is provided. These provisions would appear to relate particularly to single-industry areas where the closing, or sharp curtailment in operations, of a key production facility would result in major dislocations in employment, such as the closing of the dominant automobile manufacturing plant in South Bend, Ind., and the phaseout of operations at several military installations.

Larger Geographical Units to Benefit

The EDA establishes new concepts for assistance to multicounty areas, or "economic development districts." Each district must contain at least two redevelopment areas and one economic development center with sufficient potential to foster economic growth of the entire district. This center may or may not be economically distressed, but it would be eligible for assistance under various provisions of the Act on the theory that such aid would stimulate employment opportunities in the redevelopment areas within the district.

Designation of districts depends upon the size or population of the district, resources available in the district, and the availability of an overall economic development program (OEDP) which would include land use and transportation planning, a program of cooperation among political jurisdictions in the district, self-help, and public investment. The proposed district "economic development center" must be strategically located both geographically and economically. Although technical assistance funds would be made available to districts for planning and staffing, funds for projects in the centers would not be made available until a year has elapsed following enactment of the new legislation. Thus, districts would have a year's time in which to organize and plan developmental projects.

A community-supported overall economic development program (OEDP) is indispensable, insofar as implementation of the Act's objectives are concerned. The "plan of action" must be approved before an area or district can be designated for assistance, and projects for economic development must be consistent with approved plans.

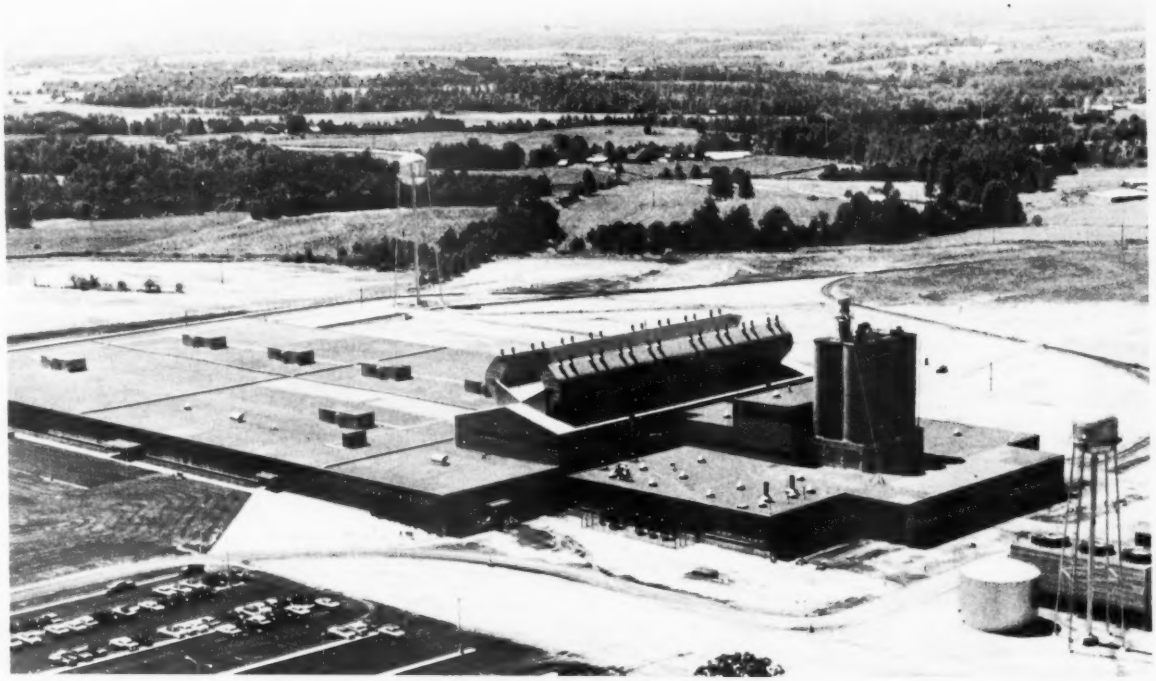
Easier Financing for Hard-Pressed Areas

Grants for public works and development facilities under title I ordinarily would range between 50 and 80 percent of the cost of the project. Generally, development projects must assure improved opportunities for attracting new industries or expanding existing industrial facilities, or otherwise assist in the creation of long-term employment.

The Act facilitates participation by designated areas in *other* Federal assistance projects, such as small flood control and watershed projects, which are implemented on a cost-sharing

Bureau of Public Roads photo

Under EDA, new industry based on area resources will lead to more jobs.



Funds made available under EDA will help finance new industry or expand existing plants.

basis, permitting eligible areas to borrow their matching share of funds.

Loan and guarantee provisions in the Act make it possible to secure long-term loans for the private acquisition and development of land, buildings, machinery, and equipment for commercial and industrial use. Local participation in financing such projects was reduced from 10 percent under ARA to 5 percent under the new legislation. Furthermore, where a dire need is shown for the project, the 5-percent share requirement may be waived. Under the ARA, many localities had difficulty in providing their share of project funds. A new feature in the legislation makes possible guarantees of up to 90 percent of loans to private business for working capital. Very often, worthwhile business ventures are impeded by a lack of working capital.

Technical Assistance Funds Increased

The Act authorizes $25 million annually for technical assistance, research, and information—substantially greater than the $4.5 million annual expenditure for this purpose under the ARA. Types of studies and research envisioned under the legislation include those deemed necessary to determine the causes of unemployment, underemployment, underdevelopment, and chronic depression in various areas and regions, and assistance in connection with the formulation and implementation of various programs which would raise income levels. Communities, interested individuals, and industries in redevelopment areas could avail themselves of assistance, market research, and technical information relative to the alleviation or prevention of high levels of unemployment and underemployment. In many cases, technical assistance programs may serve to stimulate local economic development. In addition, provision is made for the establishment of an independent study board to investigate the effects of government procurement and related policies on regional economic development.

Regional Planning Authorized

Title V of the Act authorizes the establishment of "Regional Action Planning Commissions," modeled on the Appalachian Regional Commission.

The regional planning concept appears to be a key feature in the implementation of regional assistance programs. Boundaries are to be established partly on the basis of the relationship within the region of geographical, cultural, historic, and economic considerations. Also, a designated region must lie within contiguous States (except for Alaska and Hawaii), and must have lagged behind the Nation in economic growth. Establishment of homogeneous economic development regions is based on eight criteria involving such economic and social factors as unemployment, income levels, public service and housing facilities, economic imbalance, changing industrial technology, declining industries, and rates of economic growth.

CAUSE II Prepares 2,000 to Counsel Youth

HARRY KRANZ

Building on the lessons learned in 1964's pioneering Project CAUSE (Counselor-Advisor University Summer Education), the Bureau of Employment Security conducted a second project this summer to prepare another 2,000 counseling personnel to help ease the critical shortage of professional and subprofessional staff for work with the Nation's unemployed and disadvantaged youth.

As October 1, 1965 drew near, Project CAUSE II prepared to unleash a second wave of Counselor Trainees and a new group of Master Degree Counselors and Community Workers to help staff the Youth Opportunity Centers and youth services units of the Employment Service, as well as other antipoverty programs.

Project CAUSE II propelled nearly 2,000 persons through 12 weeks of intensive training during the summer of 1965. During July and August, they received 8 weeks of specially devised training at 35 colleges and universities and in three private agencies across the Nation. During September, most of them also were given 4 weeks of on-the-job instruction at Youth Opportunity Centers and other Employment Service offices at 200 different locations in 52 States and jurisdictions.

Major improvements in CAUSE II based on the experience gained in CAUSE I, resulted in:

1. More State agency involvement in every aspect of the project—from planning to placement, from testing to teaching, from selecting trainees to staffing the project.

2. Longer and better training for CAUSE trainees at more institutions.

3. Selection of more minority group members and other persons with intimate familiarity with poverty and disadvantage.

4. Diversification of the skills being trained for, including those with Master's degrees (Master Degree Counselors), Bachelor's degrees (Counselor-Trainees), and high school diplomas (Community Workers) in three distinct training programs.

5. Use of the new Manpower Development and Training Act (MDTA) amendments of 1965 to experiment with novel training programs for professionals and subprofessionals, for the underemployed as well as the unemployed, and for a combination of residential institutional and on-the-job training.

CAUSE II was a sequel to the CAUSE I project launched by the Department of Labor in the summer of 1964. A "crash" program, CAUSE I was an innovation in counseling training. Although controversial in nature, the project substantially increased the number and quality of Employment Service counseling personnel. Of the 1,724 trainees satisfactorily completing CAUSE I, more than 1,000 were employed in Youth Opportunity Centers and youth services units in the Employment Service. The addition of this new blood to the public Employment Service system has contributed im-

In this group practicum session at Colorado University, CAUSE II trainees listen to a tape which one of the group made while interviewing a typical "target" youth.

Harry Kranz is Assistant Administrator for Manpower Operations, Bureau of Employment Security.

CAUSE II Master Degree Counselor trainees from the University of Colorado talk with two high school dropouts in front of the Oxford Hotel on Denver's skid row. The trainees lived at the Oxford Hotel for 3 weeks, observing the city's blighted area first hand.

measurably to the success of some of the new programs that have been launched in the War Against Poverty.

Among the positive accomplishments of CAUSE I repeated this summer was the fact that, taking advantage of available university facilities during the summer months, it undoubtedly saved a year in helping relieve the shortage of counseling personnel. As a result, it provided trained staff in time for the opening of the first Youth Opportunity Centers throughout the Nation in early 1965. For the first time, carefully selected persons were trained in the problems of disadvantaged youth and the culture of poverty. The project demonstrated the value of an interdepartmental and interbureau approach to a major crash program and the strengths of the Federal-State Employment Service relationship. No single State could have marshaled the resources needed to carry the project through to its successful completion.

As a result of the success of CAUSE I, recommendations for a second CAUSE project met with almost unanimous approval by Department of Labor and State employment security officials.

Planning

Fuller involvement of the State employment security agencies was decided upon early in the planning for Project CAUSE II in January 1965. Accordingly, the outgrowth of a meeting in March with a subcommittee of the Interstate Conference of Employment Security Agencies and the subsequent canvass of State agencies was that the State agencies would play a major role in the selection of applicants for CAUSE II.

As planning accelerated, a National Conference on "Training of Youth Counseling Personnel," convened in Washington, D.C., May 3 and 4 by the Bureau of Employment Security spent the better part of 2 days exploring specified phases of the CAUSE II project and making detailed recommendations for its success. The consensus of more than a hundred persons involved in governmental, academic, and private programs for aiding the Nation's youth who attended the conference was that the project would make a valuable contribution to the attempt to relieve the problems of youth who are socially and economically disadvantaged.

Based largely on the conference recommendations and suggestions by the State agencies, the decision was made to train three classes of personnel: Master Degree Counselors, Counselor Trainees, and Community Workers. The Community Worker class was developed as a response to the need for an indigenous worker to serve as liaison between the target community and the Youth Opportunity Center or local office.

Immediately following the conference, a working draft of the prospectus for CAUSE II was transmitted to the State agencies, outlining preliminary steps to be taken in order that the program might be instituted on short notice, following a public announcement, and establishing tentative quotas for the States, based on the estimated requirements for youth services in the coming year. The State quotas were to be filled from the following sources: Currently employed ES personnel meeting the educational qualifications and presently assigned or about to be assigned to youth services; those who have already met State civil service or merit system requirements, including examination requirements, and who are on State lists or registers of eligibles; and nationally recruited applicants who were unemployed or underemployed at the time training began.

As the prospectus pointed out, operation of the CAUSE program would be facilitated by the 1965 MDTA amendments. Specifically, the provision of allowances for single persons and increases up to $30 for those with dependents would make the training available to more persons who needed it. In addition, the new MDTA encourages the training of professionals and subprofessionals and spurs training of the underemployed by eliminating State matching requirements for such training. Congress also wrote in specific authority for an expanded Experimental and Demonstration program.

Eligibility Requirements

To be acceptable for selection, an applicant had to meet the appropriate qualifications for the position in which he was interested in applying,

whether this was Master Degree Counselor, Counselor Trainee, or Community Worker.

Requirements for the Master Degree Counselor class were a Master's degree in a relevant field and a minimum of 15 semester hours in courses contributing directly to counselor preparation.

For Counselor Trainees, a Bachelor's degree was required, including or supplemented by 15 semester credit hours in fields relevant to counseling; or a sufficient number of relevant credit hours to make 15 when added to the credits earned in training.

The Community Worker candidates were required to have a high school diploma or its equivalent. In this category, 1 year of experience, formal or informal, in work with youth could be substituted for each year of high school. Candidates for the Community Worker positions were required to show evidence of active involvement in the concerns and needs of poor people and especially youth, and ability to exercise leadership and responsibility within disadvantaged communities. Selection of Community Workers was optional for every State, with recruitment carried out locally to meet specific needs.

Recruitment

On May 27, Secretary of Labor W. Willard Wirtz's announcement of the launching of the CAUSE II program touched off the national recruitment drive designed to insure contact with those interested in and eligible for the training. Direct mailings included letters to 1,200 colleges in the United States, with special emphasis on Negro colleges and their graduates. Also contacted were returning Peace Corps volunteers, personnel of youth projects in major cities, and qualified CAUSE I applicants not previously selected.

State agencies were provided with materials which could be adapted to State agency recruitment needs to assist in the nationwide drive for CAUSE II candidates. In State agencies with minor needs, mass promotion was not necessary, since there were likely to be sufficient potential recruits from the State agency or its merit registers.

Some of the 25 Community Worker trainees in Los Angeles talk with youngsters during an 8-week course conducted by the Youth Opportunity Board for CAUSE II.

State Participation in Selection

Nearly half (950) of the 2,045 CAUSE II trainees were selected solely by the States. A total of 346 current ES employees selected by their State agencies in accordance with the educational requirements were automatically enrolled in training, as were 439 State Employment Service-selected personnel from Civil Service and merit system registers.

In addition, a total of 165 persons enrolled in the Community Worker training programs, after their selection by YOC and private agency staff in 15 States. Screening of Community Workers was left to local office and Youth Opportunity Center managers, where a State felt that such personnel were needed. The Community Workers were not required to take the national examination.

Originally it had been planned to allow the States to hold their merit system examinations to create their own registers for Master Degree Counselors and Counselor Trainees on or about the same date as the national CAUSE II examination. Unfortunately, the project was launched too late for most States to follow this route. However, at least 11 States have indicated they will accept the national examination in lieu of their own.

The CAUSE Selection Process

The selection process for those nationally recruited by CAUSE II had a number of distinctive features designed to provide an effective mixture of automatic selection with individual reviews of particular applicants. CAUSE applicants were selected on the basis of their ratings on the national examination, their answers to a questionnaire-application, and letters of reference. The same examination was used for Counselor Trainees and Master Degree Counselor applicants. Applicants exceeding the minimum passing score on the examination were rated on the basis of their replies to the questionnaire and their reference responses.

The CAUSE II examination was administered on June 12 and June 19 at the local Employment Service

offices. A total of 4,313 persons took the examination, of whom 1,095 were later enrolled in training. Local office personnel reviewed the candidates' applications for minimal qualifications of education, citizenship, and age, and forwarded them, together with the Application-Questionnaires, to the data processing site.

Processing and screening of applications, tests, and letters of reference were contracted to a private data processing company. On the basis of lists prepared by a computer, the names of candidates accepted for training, on an interim basis, were sent to the State agencies at the same time that letters were sent informing applicants of their interim acceptance.

In addition, to sex, age, marital status, kind and length of previous employments and relevant experience, educational level, previous salaries, and like other multiple-choice items, the Application-Questionnaire included two important features: (1) The applicant's intimate familiarity with the life, culture, and typical experiences of the disadvantaged, which were assessed as they might be in an interview designed to select people to work with the disadvantaged, but made objective by a multiple choice format; and (2) an actual "work sample" in which the applicant could record his responses to particular counseling problems presented by urban and rural disadvantaged people. Written in the style often found among disadvantaged youth, these work sample items gave the applicant an opportunity to demonstrate his familiarity with the language of the target population, his understanding of the psychological meaning of the sample client problems, and his ability to make a useful and productive counseling response.

From a computerized-type answer sheet filled out by the candidate, the information contained in the application was automatically summarized and rated on four dimensions: Intimate familiarity with poverty and disadvantaged; experience background; interest in Youth Opportunity Center work; and counseling skill and sensitivity. Scored so that each of the four dimensions contributed equal weight to the total evaluation, these ratings were then printed out by the machine, together with particular items concerning the trainee's health, previous arrests, etc., for easy inspection by the CAUSE II selection staff.

An objective reference questionnaire was also sent to each applicant's present or most recent employer, the employer before that, a supervisor of his youth counseling-related work, and his university. These references were similarly summarized and printed out mechanically with special markings for particularly important responses.

Both applicant and reference people were given opportunities to write comments and additions in their own words which the machine marked on the printed-out summary of that applicant, thus alerting the selection staff to the detailed comments. The overall result was a selection process which required very few people to operate, was objective, and yet permitted individual review of each applicant's qualifications.

Although personal interviews were not used for the Master Degree Counselor and Counselor Trainee candidates before training, the candidates received continuous assessment, both by the national assessment officers and the training faculty during the 8-week training period, and by State agency supervisors during the 4 weeks of on-the-job training (OJT).

During institutional training, 90 trainees were separated voluntarily or administratively, and at the end of the campus phase, 180 were not recommended for OJT. Thus, 1,770 were recommended for OJT.

For the nationally recruited applicants, the machine-scored biographical data form revealed that 55 percent were male and 45 percent female. Forty-five percent were married, another 45 percent were single, and approximately 10 percent were separated, divorced, or widowed. A total of 2,503 applicants reported having no children, 544 reported one child, 542 reported two, and the remainder reported three or more children. Nineteen former Peace Corps volunteers were among the CAUSE

On a field trip, Tuskegee Institute CAUSE II trainees inspect local living conditions.

II applicants. Prior salary earnings for these applicants ranged from below $2,500, reported by 1,039 to above $10,000, reported by 89. The majority reported prior salaries of $4,000 to $6,000 per year.

The largest proportion of those in training were Counselor Trainees, with 1,664, or 83 percent, falling in this class. Master Degree Counselors numbered 216, or 11 percent, and Community Workers, 165, or 6 percent.

The CAUSE selection process also included special efforts to construct the application and test so that qualified applicants from disadvantaged backgrounds, including minority group members, would have an equal opportunity for demonstrating their competence for the program, thus correcting for the class bias which objective tests typically contain.

Those recruited from the national CAUSE examination had the largest percentage of Negroes among them. Twenty-nine percent of the nationally recruited trainees were nonwhite, while merit system registers and presently employed candidates included 9 percent. Among the Community Worker group, more than 70 percent were nonwhite.

Training on Campus

The Universities opened their CAUSE II training programs between July 6 and 19. The Community Worker programs also began at this time in two colleges, in two agencies of the National Federation of Settlements, and in the Los Angeles Youth Opportunities Board.

We had learned much from CAUSE I. The programs ran more smoothly, revealing a great deal of imagination and expertise in bringing to the students outstanding lecture materials especially suited to the needs of the Youth Opportunity Centers, and in the design of field experiences which emphasized direct personal involvement under close teaching supervision in actual ongoing youth-serving programs. With the technical assistance of the CAUSE II staff, lecture material and field experience were integrated effectively, making the sociology, psychology, counseling, and related classes immediately and concretely meaningful to the trainees.

Trainees were given many opportunities to work directly with clients in various agency settings, as well as in unstructured outreach work in disadvantaged communities.

Special sensitivity training sessions were an important part of many of the CAUSE II programs. In one program, arrangements were made for selected trainees to live with poor families for periods of time. In another, trainees applied for jobs as if they were disadvantaged, thus learning a good deal of how such job applicants are handled by local employers. In another program, trainees conducted an actual economic survey of a disadvantaged community which was later used for city planning purposes.

Training of youth workers in group methods received strong emphasis in CAUSE II, through special courses on group counseling, and through special curricular features, such as group meetings called to discuss a televised interview with a youth that the group has just observed.

Another innovation of CAUSE II was that each university program included a special course or series of lectures in Employment Service and Youth Opportunity Center history, functions and operations. These courses were taught or administered by State agency personnel attached to the training sites. This arrangement made it possible for trainees to become especially familiar with the ways in which their newly acquired skills and knowledges could be used in providing services to the people for whom the Youth Opportunity Centers were designed. When the 4-week OJT experience, which expanded on these courses, is added into the mix, CAUSE II trainees will know and appreciate a great deal more about the Employment Service than is the case with most new recruits to State agency jobs.

Integration of Employment Service personnel into the academic programs also did a great deal to develop and cement favorable relationships between universities and State agencies. Each got a better understanding of what the other could offer for the further enrichment of State agency programs, and for counselor-preparation curricula. A particularly fine example of this kind of cooperation was the plan developed in San Diego for the university to assign its CAUSE trainees to field placement exercises in cooperation with the local Employment Service office to provide special emergency services to the residents of riot-torn areas. This not only helped the agency to meet an urgent need, but also contributed more reality to the supervised practicum experience of the CAUSE trainees.

Such close relationships between universities and State agencies were also symbolized by the participation of State agency personnel in the Final Assessment Panels.

In addition to decisions about each trainee's suitability for Youth Opportunity work, these panels also made recommendations for guiding the trainees' OJT experiences in order to capitalize on each individual's strengths, and to supplement areas in which he was found to be weak. Seldom are State agencies afforded such opportunities for knowing so much about a prospective employee's capacities and qualifications!

Training programs were sponsored by sociologists, school counselors, employment counselors, psychologists, and social workers. In almost every case, trainees were exposed to a wide variety of subjects, including economics and labor education, to give them a broad picture of the Nation's efforts to maintain economic stability, and to advance the social well-being of its citizens.

Thus, not only were trainees exposed to several different approaches to problems of youth unemployment, but university staffs had opportunities to work together in a way which helped all to appreciate an interdisciplinary approach to problems that goes beyond the ability of any one group to understand and solve.

On-the-Job Training

The major purpose of the on-the-job training was to effect a smooth transition from the academic training to the actual work situation

where the trainees observed and participated in regular Employment Service activities and familiarized themselves with ways of utilizing available community resources to assist in work with disadvantaged youth.

The OJT included weekly seminars with agency staff members and supervisors. Wherever possible, the OJT took place in a Youth Opportunity Center.

Placement

From the outset, plans were made to insure that CAUSE II trainees would be acceptable for hiring by State agencies to man expanded youth services. Not only did the State agencies have a major role in the recruitment and selection of the trainees, but State agency personnel were closely involved in both the training and the OJT.

Recent favorable congressional action authorizing increased appropriations for youth services has enabled the Department of Labor to initiate its full program of expanded services. Employment Service employment opportunities for all certified CAUSE II graduates were therefore excellent. With more than 1,700 trainees expected to be certified by the Department of Labor at the end of OJT, those CAUSE II graduates who cannot be offered employment in their State of residence will be eligible for out-of-State Employment Service employment where residence requirements can be waived. They will also be sought after by local and national antipoverty organizations.

Although trainees recruited nationally will have to meet State Civil Service or merit system requirements, a number of States accepted the CAUSE examination in lieu of their own. The written examination was especially prepared by the State Merit Systems Division of Health, Education, and Welfare with this aim in view.

CAUSE II National Staff

The CAUSE program was particularly fortunate in the high quality of the staff it was able to mobilize this year. The reputation of last year's CAUSE program was a powerful attraction for some very knowledgeable and experienced professional people who came to work with us on relatively short notice and assisted in developing highly effective and innovative programs.

Director of the project was Leroy Shantz, former Administrator of the Missouri State agency, and the Associate Director for Selection and Training was Dr. Jesse Gordon, professor of social work and psychology at the University of Michigan. Ten topflight State agency staff members were assigned to the project staff, which also included several people who had long experience in direct work with disadvantaged youth, as well as in the operation of service programs, several experts in the training of professional workers, and university professors from some of the outstanding institutions in the country.

Conclusion

Based on the experience with CAUSE I, and the careful planning and preliminary steps taken in preparation for the announcement of the program, the CAUSE II project emerged as a relatively well ordered operation.

Although these emerging measures have not completely filled the dire need for trained personnel, the CAUSE projects have made it possible to staff at least partially the newly opened Youth Opportunity Centers and youth service units.

Expansion of the antipoverty programs during the present year will further widen the gap between the critical need for counseling personnel and the number of available qualified persons to fill the need. Still another contributing factor to this increased demand is the growing use of counselors in the secondary schools and plans for provision of counseling services at the elementary level.

Existing institutions of counselor preparation are not presently geared to the training of qualified persons in sufficient numbers to keep pace with the growing need for their services. The ultimate solution for which plans are being formulated, lies in the adoption of long-range policies and programs to increase the facilities for counselor education, to expand experimentation with desirable counselor curricula, to improve recruitment and selection techniques for attracting qualified counselor candidates, and to make available sufficient funds to encourage continued education by present and future Employment Service counselors.

In the interim, the CAUSE projects have served to supplement and enrich existing counselor education programs, to increase dramatically the supply of trained counseling personnel, and to spur out-service training of counselors and personnel throughout the employment security system.

The ultimate effect of the CAUSE programs, however, will be found in the extent and quality of the services provided by CAUSE graduates to the disadvantaged youth of the Nation.

Urgently Needed

(*Continued from page 28*)

fident that every teenager and adult in their areas are now aware of the ES and the services it performs. Working elbow to elbow with the personnel men of local industries has developed a special bond that years of employer calls might not produce.

There is a new pride in the local offices in the disaster areas—a pride that stems from knowing that they can produce when the chips are down and a confidence in knowing that Iowa's manpower will respond in the face of an emergency.

Offices away from the area of the flooding and out of the spotlight have also shown that when their help is needed, it can be depended upon.

Now offices along the Mississippi are working with a Neighborhood Youth Corps project sponsored by the Governor to finish up the final cleanup work.

Many years will pass before the flood is forgotten, and then the story of the spring of 1965 will be retold to future generations. The story of the men and women in the Iowa State Employment Service who fought for their community against the river will also be remembered and will become part of the agency tradition of service.

AUTOMATION

The Manpower Problems Of Automation

EDWARD SALNER

What is automation? What are, or are likely to be, its effects? What should individuals, organizations and institutions, the public, the government be doing about understanding it, using it, or countering it? Are we in command of the social and economic processes it implies, or in the grip of them? Do we indeed face a triple revolution, as some say, or are we experiencing only the later development of the advancing technological society that began with the invention of the wheel?

Serious confusion has been generated both by these questions and the widely divergent answers to them emanating from a variety of highly respectable sources. In truth, of course, nobody really knows, and probably there are no all-encompassing "right" answers. At least two major aspects of the automation problem—whether automation must result in increasingly high levels of general unemployment, and whether the abilities of the American workman are, or can be made, adequate for economically viable participation in an automated world of work—seem particularly subject to major differences of opinion.

Because of their mandate to perform operating and data-gathering functions in the Nation's local labor areas, the U.S. Employment Service and its affiliated State Employment Service agencies have a central and continuing interest in job market changes. Those deriving from automation, which may affect both the size and the characteristics of the labor force, warrant prime attention.

The U.S. Employment Service consequently developed a multifaceted approach to the employment aspects of automation to find out whether, and in what degree, the operations of a public employment service system need to be modified, intensified, or supplemented to meet the needs of employees and employers as they face technological change.

Three aspects of this approach to automation problems are basic to the discussion in this article:

a. The operation of a number of so-called "automation demonstration projects." In each of these Employment Service staff worked with an employer who was introducing automated processes in an attempt to determine how many and which jobs and workers would be affected and to assist in the adjustment of workers

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Edward Salner is Chief, Division of Manpower Utilization Services, U.S. Employment Service.

MANPOWER TRENDS

AUGUST JOB SITUATION REMAINS GOOD

The Nation's job situation changed little in August, with most developments close to seasonal expectations. The decline in farm jobs, which usually occurs between July and August, was primarily responsible for the 600,000 drop in total employment to 74.2 million. Since August 1964, total employment has risen by 2.1 million, reflecting 900,000 additional jobs for teenagers, 750,000 for women, and 500,000 for men. The largest job gain, relatively, was among men 20 years of age and over, and exceeded by 200,000 the labor force expansion in this group.

UNEMPLOYMENT RATE AT 8-YEAR LOW

Total unemployment fell a seasonal 350,000 to 3.3 million--down 400,000 from August a year ago and the lowest since October 1957, on a seasonally adjusted basis. Nearly half the over-the-year reduction occurred among persons jobless 15 weeks or more, whose number dropped from nearly 800,000 to just over 600,000. Compared with August 1964, when 5.1 percent of the civilian labor force was unemployed, the overall rate of unemployment remained at 4.5 percent, unchanged from July. Unemployment has averaged 4.7 percent of the labor force in the first 8 months of 1965, a sharp reduction from the 5.3 percent average rate for the same 1964 period and the first time since 1957 that it has remained consistently below 5 percent. The current 8-year low partly reflects the economy's sucessful adjustment to this summer's flood of young workers.

Unemployment among teenagers decreased more than seasonally from July to August; their 12.4 percent unemployment rate was the lowest in over 3 years. The amount and rate of unemployment among adult women and married men were slightly above their July 8-year lows. Reflecting continued and substantial job gains among operatives and nonfarm laborers, the jobless rate for blue-collar workers dropped from 5.5 percent in July to 5.0 percent in August, down sharply from a year ago.

UNEMPLOYMENT OF NONWHITES DOWN

While the job situation for nonwhites is still markedly worse than for whites, the continued pressures of economic expansion have made significant inroads on the problem. In August, unemployed nonwhites totaled 700,000, down by 175,000 from the year before; their jobless rate dropped to 7.6 percent to equal May's 8-year low. Thus far in 1965, the nonwhite unemployment rate averaged 8.5 percent, the first time since 1957 that the average for the 8-month period has been below 9 percent.

INSURED UNEMPLOYMENT DECLINES

Unemployment insured under State programs declined seasonally between mid-July and mid-August to 1,115,000, 200,000 under August 1964, reflecting declines in all but six States. The insured jobless rate has steadied at the low level of 3.0 percent, seasonally adjusted, for the past 6 months. However, rates of between 4.0 and 4.5 percent were recorded in California, Arizona, Nevada, and Washington in August.

NONFARM PAYROLL JOBS AT RECORD HIGH IN AUGUST

August nonfarm payroll employment reflected further gains, rising 335,000 (125,000 more than seasonally) to 61.1 million, the highest on record. The 2.4 million job increase from a year ago was the largest over-the-year gain for any month since 1959 and the largest August-to-August gain since 1950.

Changes from July to August were slightly better than seasonal in the major service-producing industries and close to seasonal in the goods-producing industries. Trade, State and local government, and miscellaneous service gained over 1.2 million jobs from a year ago, and transportation and finance also had significant increases.

STEADY RISE IN BLUE-COLLAR FACTORY JOBS

Manufacturing employment rose to a new all-time high of 18.3 million, up 200,000 from July. As usual between the 2 months, jobs in soft goods industries advanced sharply, while little change occurred in the hard goods sector. Over the year, factory employment was up by 800,000--an average monthly gain of 65,000 jobs, more than double the average increase from August 1963 to August 1964. The acceleration has been concentrated in the five major metals and metal-using industries, mostly among production workers. Advances for blue-collar jobs have been steady in the last 2 years, with particularly rapid expansion in the lesser skilled categories. Apparently the trend of the postwar period for nonproduction workers to account for an increasing proportion of factory employment has been interrupted during the current economic expansion--the first time the nonproduction worker ratio has shown little or no change over a period as long as 4 years.

HOURS AND EARNINGS

Although unchanged from July at 41.0 hours, the factory workweek was the highest for August since 1950, and average factory overtime of 3.5 hours was the highest for the month since 1956, when this series began. Average hourly earnings of $2.60 and weekly earnings of $106.60 dropped slightly from June and July, as is usual in August, but were up more than 3 percent from a year ago.

(*Continued from page 48*)

through retraining or reemployment programs.

b. The development of special interviewing procedures, to be used in reemployment planning for workers who were experiencing or might experience major occupational reorientation needs.

c. The development of a so-called "advance notice" system, in which an attempt is made, on a national scale, to get advance-planning information about substantial impending employment dislocations.

The interrelationship among these three in a manpower context, and their implications for manpower planning, may readily be observed. In turn, the importance to an active manpower policy of specific information on the impact of developing technology, of effective means for dealing with the workers affected, and of anticipating the onset of employment problems, is reasonably self-evident, although obviously not all-inclusive.

From these activities in the public Employment Service system, a good deal has been learned about the extent and nature of the employment impact of automation, and about the effectiveness of certain types of manpower programs in dealing with problems of workers and communities. In the learning process, Employment Service people who have been working on these problems have developed not only some skepticism about many assertions made about the automation problem, but also a few positive notions of their own.

For example, a prominent economist testified before a congressional committee that automation was not causing unemployment, because the rate of unemployment among the highly educated was as high, comparatively, as among others. The reasoning involved is that since automation requires a high level of education, one should expect a relatively low level of unemployment among the highly educated. Since this is not found, the conclusion is drawn that unemployment and automation are not related. Unfortunately for this line of reasoning, the notion that automation *ipso facto* requires workers with high education cannot be documented.

Another economist, before the same congressional committee, observed that today's clerical workers cannot become tomorrow's programers. Neither of the two assumptions implicit in this observation—first, that a clerical worker is necessarily employed at the maximum of his potential; and second, that programing requires some esoteric competence—can be substantiated. In real life, the ham boner becomes a golf pro, the cookie packer is found to have an IQ of 138, and mail boys are trained to be programers.

What then, do Employment Service people feel can be said with some conviction about automation?

Let us first consider the magnitude of the unemployment potential of advancing technology. There is no direct measure of the growth of technology. The closest indicator is output per man-hour which reflects the relationship between output and the man-hours expended in producing that output. For the private economy the Bureau of Labor Statistics of the Department of Labor publishes indexes of output per man-hour.[1] This measure is based on the gross national product originating in the private economy and the man-hours of all persons engaged in that production and is more popularly referred to as a productivity index. Comparing 1962 with 1963, as an example, this measure shows an increase of 3 percent or, in other words, that the GNP of 1962 could have been produced in 1963 with 3 percent fewer man-hours. Assuming that GNP and the average workweek remained the same from 1962 to 1963, the inevitable conclusion is that some workers employed in 1962 would have been displaced in 1963, with a resultant increase in unemployment. What actually happened, however, was that GNP increased in 1963, so that more man-hours were needed, even at the increased level of efficiency.

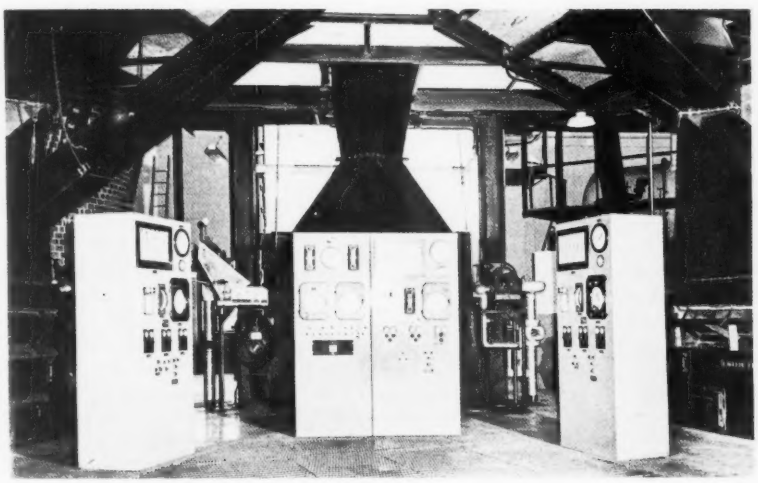
We must also recognize, however, that more workers came into the labor force during the period. Between 1962 and 1963, the increase in GNP was sufficient to provide jobs for this group also, but not enough to reduce unemployment below its then existing level.

Thus, the quantitative picture is based on these major elements:

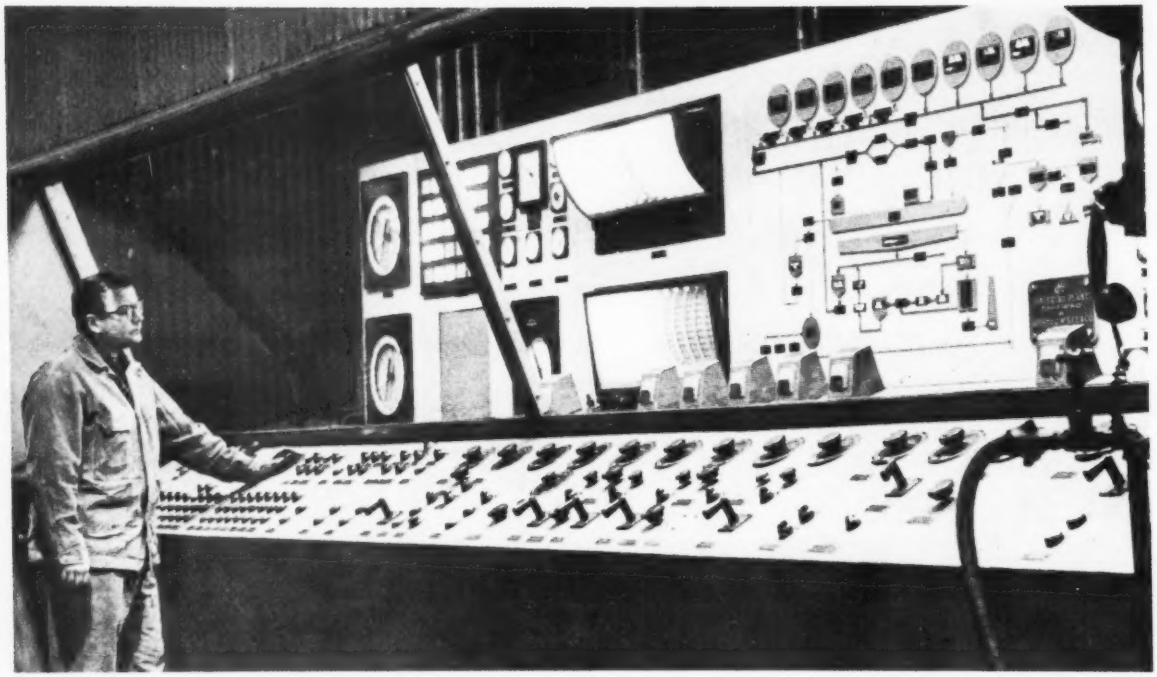
1. Productivity increases; that is, fewer workers are needed per unit of output.

Photo courtesy National Coal Association

Electronics enables one man to control all boilers at a State hospital.



[1] *Indexes of Output Per Man-Hour Private Economy, 1947-64, BLS Release, January 20, 1965.*



This machine is the control system of an automated sinter plant in a steel mill. It does the work of 25 to 30 men in feeding iron sinter directly into the blast furnaces. These automated controls actually provide jobs, too, by making it possible to use low grade iron ore, after sintering, in manufacture of steel.

2. Total economic activity also increases and, if it increases enough, it will provide work for those displaced in (1) above, even at levels of greater efficiency.

3. While this is happening, the size of the labor force also increases. The question then is whether the increased economic activity is enough to take care of this group to.

4. If it is, the remaining question concerns sufficient economic growth to provide the jobs needed to reduce existing unemployment if it is above a socially acceptable minimum. While this did not happen during the 1962–63 period, in mid-1965, with national average unemployment trending below 5 percent, it appears that a net gain on the unemployment problem is being made.

This type of quantitative observation of the impact of automation may be lacking in subtle refinements, but it is directly related to the factual and easily observable situation. In the present context, it shows mainly that the question, "Does automation cause unemployment?" does not have a simple, direct answer. Automation increases productive efficiency and thus releases labor, but it is also intimately related to economic growth, which creates a demand for labor.

Areas Show Wide Variation

One further factor must be noted. This factor is that the national or aggregate view has a subdimension, the local labor area. This is important because on a national scale, economic growth, employment, and unemployment can all show desirable changes, while at the same time certain components of the national picture can have significantly different and less desirable characteristics. Thus it is, that in mid-1965, GNP and the employed labor force are at alltime highs, but there are still 14 major and 68 smaller areas with substantial and persistent unemployment. The implication is that general economic development must be bulwarked by local-level programs, such as training, personnel services to workers in particular need of them, and community economic development. If these activities are not part of the total effort, the general advance leaves in its wake such problems as those presented in chronically depressed areas or long-term unemployment for certain segments of the labor force.

For the Employment Service, the important conclusion is that the local office is in an essentially locally oriented operation, and exactly situated to deal with manpower problems at the operating level of the individual worker, employer, and community organization. The local office focus on "improving the operation of the job market" has specific, day-by-day meaning and application.

The other aspect of automation to be considered is the one concerning whether American workers are qualified, in general, for productive participation in a technologically advanced society. The so-called "un-

skilled worker" is thought by many to be in a relatively hopeless situation. Further, title I of the Manpower Development and Training Act states: "The Congress finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments. . . ." These notions are given wide currency in the considerable on-going discussions of obsolete skills, and of the esoteric skills allegedly required in large numbers by the new technology.

However, one is brought up short by the information that in 1964, the Virginia Employment Service received and filled an order for a man to drive and tend a team of oxen. And if that appears too extreme, we have only to turn our attention to the 10 occupations in which most training is being given under MDTA. All 10 are in the 1949 edition of the DICTIONARY OF OCCUPATIONAL TITLES, and the list includes such oldtimers as stenographer, machine operator, and welder. Furthermore, and in contradiction to persisting forecasts, the number of employed "blue-collar" workers has been rising steadily since 1962. By mid-1965, over a million and a half such manual worker jobs had been added to the economy, and significant numbers of low-skill service and production jobs were looking for available workers.

Evidently, the question warrants closer examination, upon which several things are revealed. In the first place, attention must be directed not at the "skill" as such, but at the number of employment opportunities in the occupuation. Ox-tending skills may not be obsolete, but few oxmen are needed today. School teaching is an ancient occupation, but substantially larger numbers of college instructors are needed today than even 10 years ago.

Ability Is Not Automated Out

And when we direct our attention to the worker who has been "automated" out of a job, we find that his ability to perform does not necessarily disappear along with the job. An ultramodern meat packinghouse is staffed with workers from the old plant, and little or no retraining is required. A bank or an insurance company adopts electronic data processing and uses the same clerical force as before. In the automation pilot projects, it was found that workers in jobs labeled "unskilled" are not necessarily unskilled. When a worker on the production line becomes unemployed, it is much too long a jump to the conclusion that he is "unemployable" because his former occupation was classified as "unskilled."

Given a vigorously expanding economy, most of the technologically displaced are, or can be, qualified for other employment. In general, there are four ways to overcome barriers to reemployment.

The first is an intensive assessment, by a skilled interviewer, of the previous experience and current capabilities of the unemployed worker. In the automation projects, it has been found again and again that such workers possess backgrounds of use in other employment, and that frequently the workers themselves are not aware of the fact. An analysis of a group of about 1,000 workers laid off from a meatpacking plant resulted in a range of about 100 different occupations for which the workers were qualified.

Electronics technicians are in charge of these machines which combine pay orders, transfer them to electronic tape, and summarize data.

This main control panel and three smaller auxiliary panels automatically record data on environmental conditions supplied to test chambers and on the operation of a mockup fuel system as it is subjected to a wide range of flight conditions.

A second way to overcome barriers is through training or retraining. The unemployed worker is provided with a work technique that is in demand. A simple illustration is the chemical plant laborer who is automated out of a job, and then taught to be a welder in a relatively short MDTA course.

A third way also involves training, but presents a more complex problem. In many large layoffs, it was found that although the workers had been in their jobs for years, some of them had extremely limited reading and writing ability. They needed to be taught "basic education skills," even to be able to benefit from vocational training. Fortunately, this training is also possible under MDTA. For example, there were several hundred among the displaced automobile workers in South Bend who had the qualifications of interest, personality, and temperament for such jobs as apartment house maintenance man, but could not read the instructions on a can of floor wax. This they were taught, after which they learned such vocational arts as cleaning wall-to-wall carpeting and operating a central air-conditioning system, and were so made employable. The attitude of some was that at last they had a "trade," after having been "laborers" all their work lives. One such man became a baker, and was probably the happiest person in Indiana, as he showed the varieties of cookies and rolls he had learned to make.

A fourth way to overcome barriers is very much more involved. Some workers have personal characteristics, self-images, or attitudes that make them relatively inflexible when faced with the need for occupational readjustment. Problems arising out of discrimination in employment also present difficulties. The recourse must then be to counseling—enlightened, patient, and persistent.

From working with this type of problem in demonstration projects, Employment Service people have learned to recognize the "high mobility" worker, who is interested in counseling and training and other services, and who seems to have greater reemployment success, with the probability that his personal qualities are as significant as the help he gets.

Thus, the reemployment of the technologically displaced worker continues to be a regular and largely unnoticed occurrence of an advancing technological society. A smooth transition with minimum personal hardship requires, however, the existence of adequate numbers of alternative job opportunities and a whole range of manpower tools and services.

In summary, the experience with automation projects in the Employment Service, and the related information that has been developed, suggest the following, as relevant but not all-inclusive conclusions:

1. As Louis Kelso says, in the HARVARD BUSINESS REVIEW for September–October 1964, "The object of technological advance is not to create employment, but to destroy it."

2. Technological advance is indispensable to the forward material progress of society.

3. The stimulus to technological advance is greatest when demands for the products of the economic machine are greatest.

4. When the demand for product is greatest, there is also a demand for workers, since both workers and productive efficiency are required to meet the demand.

Big 12-inch cross-feed capacity is combined with small machine accessibility and economy in this new fully automatic Surface Grinder.

5. Policies to stimulate demand are essential, but unemployment has an area dimension, and local programs of manpower measurement, development, and utilization are positively and affirmatively necessary.

6. If job opportunities exist, a very large majority of technologically displaced workers can be directed into full, regular employment through effective application of intensively used interviewing, counseling, and testing techniques, plus full use of manpower programs.

7. Training must be thought of as a means to facilitate occupational mobility, and not in terms of providing unspecified "skills of the future" that a new technological environment is alleged to require.

All of the foregoing is somewhat simplified, but not, it is hoped, so as to destroy its validity. There appears to be the need to dispel the more lurid images of automation, in order to make possible both an understanding of its job market effects, and to permit planning practical and effective manpower actions concerning them.

Legal Problems of Youth

Youth is not a carefree time for many boys and girls. Some have crashed head-on with the body of laws which govern our society and, as a consequence, have already become entangled with legal problems which must be resolved before they can become employable. When first seen in the Youth Opportunity Centers personalized solutions must be sought if these boys and girls are eventually to be placed in jobs. One of the peripheral areas of service being explored is the extension of legal services to youth in need of them.

Preliminary discussions have been held in Washington with representatives of the American Bar Association (ABA) and others to ascertain what their professional position might be. The National Legal Aid and Defender Association, through its many local affiliates, the Lawyer Referral programs, and others, have long extended legal service to indigents where possible, but complexities of modern life and other factors have vastly enlarged demands for legal help. Such innovations as the neighborhood law team, the legal intern plans, and others are being introduced, and the time seems right.

Before further definitive talks with the ABA, it was deemed important to ascertain to some extent the legal needs already observed in youth seeking employment at the YOCs. USES Regional Directors were asked to obtain information from the States on types of legal assistance needed by youth coming to the Youth Opportunity Centers, including, where possible, specific examples where there has been referral to a lawyer. They were also asked for an estimate of legal facilities that might be available in cities where there are YOCs.

Replies are revealing a nationwide condition of youthful tragedies which have come to light as youth were being interviewed in the Centers. Each of the legal problems has posed an obstacle to employment. In some cases, it was necessary to seek legal advice before a youth could be placed either in a job or in a training program. In others, the counselor was able to find the right answers without calling on a lawyer. Often the youth himself did not realize he had a legal problem. Obviously, there is no question when the situation concerns youth who have been guilty of the more flagrant and headlined offenses so often attributed to them, such as auto theft and larceny.

It is the less publicized troubles that are increasingly restricting youth. For example, the following general categories state that youth need: Advice and interpretation on matters pertaining to credit, paternity suits, relationships to parole and juvenile authorities, problems of contracts, housing lockouts due to nonpayment for rent, and, in one State, "the compulsory school attendance law which makes the chronic truant a felon." Other questions have concerned guardianship, driving license complications, and child support for separated, divorced, or unwed mothers.

Some particularly poignant case histories have been reported. For example:

"Stephen is 17 years old and has been abandoned by his parents. He has been to our office on many occasions. We finally developed a job for him and things were looking good. One day, about a week after he had gone to work, his employer called to say Stephen was not at work and had not been in his room all night. It developed that he had been picked up on suspicion of shoplifting, and, when it was discovered that he was not the boy the authorities wanted, they could not release him because they had no one officially in whose custody he could be placed. Consequently, he remained in Juvenile Court detention for 2 weeks and lost his job too."

Legal advice was required at this point so that someone could be appointed as Stephen's guardian.

Still other questions have been raised on: How minors can legally get away from home; divorces; representation and defense when arrested; direction and referral to reputable bonding agencies; assistance in recovery of wages due; advice on clearing unserved warrants from the police blotter; advice on clearing records of offenses committed while a minor; rights of children born out of wedlock; and curfew violations.

Youth on probation have many problems. Insufficient information as to the reasons a youth was placed on probation has caused many an employer not to hire the youth. In one case a youth was placed on a year's probation for breaking a window; another was placed on a year's probation for throwing a stone; and another for breaking a street light. One youth found guilty of a misdemeanor served a year's probation. At the end of this time, he applied for college admittance and was refused because of having been on probation. Reports have been received of accumulations of traffic fines amassed by youth in several regions. YOC staff were able to get legal advice on making arrangements for these youth to pay off the fines in monthly installments.

Other reports tell volumes in one sentence of the troubles of youth. To relate a few: "One youth, age 16, married and separated from his wife within 2 weeks." "One girl wanted to know how she could obtain the welfare funds received by her mother for the girl's support." Another girl's husband "was in the State penitentary, and she was left with many bills. Employers and others are pressuring her to the point of nervous breakdown." One boy applied for the Job Corps, but his mother had been committed to a mental hospital. Although the mother was incompetent, no one could be found who would accept the responsibility for granting the boy consent to go into the Job Corps.

These are only samplings of information received to date. When it has all been assembled and a preliminary analysis made, further meetings will be held with the American Bar Association. It is planned to ask the

Association to take a policy stand and transmit it to its State and local affiliates, advocating giving expert free assistance through local Youth Opportunity Centers to youth in need of such help who are unable to pay the fees. Equally important in the planning of this service will be the development of guidelines for the use of YOC staff to help them identify the existence of legal problems and to suggest means to handle them. In many cases, the matter will be simple and can be cleared up with a phone call or two. In others, the situation will be exceedingly complex, and extensive legal assistance may be required. Any arrangements which may be made for providing needed legal services to youth will greatly enhance their employability.

It's Good Public Relations

Sometimes, in our total involvement in our own program, we assume that all of the important figures in our State and local government are as aware of our functions and achievements as we are. This frequently is not so. Often the elected officials are not kept up to date with recent developments in the Employment Service. The Manager of the San Diego office of the California Department of Employment realizes the importance of keeping the Mayor informed on all aspects of youth employment problems and programs and makes it a point to send him periodic briefing letters on these subjects. This is something worth considering in other areas of the country as well.

Hawaii Follows Its Graduates

The Committee on the Guidance and Employment of Youth, composed of representatives of the University of Hawaii, the Department of Education, the Department of Labor and Industrial Relations, and interested laymen, has just published its annual report on the plans of Hawaii high school graduates. The publication, entitled "A Report on 1964's High School Graduates," gives basic facts and figures on the plans of the 1964 graduates, a comparison of these graduates with those of previous years, and a followup of the 1963 graduates 1 year later. One interesting finding was that, of the 1964 graduates, 72 percent planned to continue their education, 55 percent in colleges or universities, not including junior colleges. Similar statistics compiled on the 1963 graduates revealed that of the 68 percent who indicated that they planned to continue their education, 60 percent did, in fact, continue and, of these 51 percent went on to colleges and universities—only 1 percent less than had originally indicated this as their plan. The Joint Committee's primary objective is to provide information on what is happening to high school graduates as they attempt to enter into the working life of the community, and the changing relations between manpower requirements and training needs in Hawaii.

A New Report . . .

What Happens to High School Graduates

A recent report published by the Washington Department of Employment Security brings forth some interesting information on the employment history of high school graduates 2 years out of school. The findings generally bear out Employment Service experience in working with the high school graduates. The general emphasis of the report is on what other training the youth have had, the type of work they have been doing, the difficulties they have had in finding work, and what types of training they feel would be useful in bettering their situation. At the time of the study, 81 percent of the boys and 69 percent of the girls were unmarried. Ninety percent of the sample were 19 or 20 years of age. In spite of their age and the fact that they were graduates, 2 years after graduation 14.7 percent of the sample were unemployed. The married males and the unmarried females reported significantly lower rates of unemployment than the rest of the group. Seventy-nine percent of the females and 52 percent of the males reported lack of experience as the biggest handicap, while 43 percent of the males and 49 percent of the females reported that they had experienced difficulty in finding employment.

The breakdown as to primary occupations since leaving school revealed that the most important occupational group for the females was clerical, in which 56 percent of the girls were employed, with service occupations, especially nurse aides, waitresses, and beauty shop workers, accounting for 18 percent. For males, the unskilled and semiskilled occupations accounted for 53 percent of their employment. The males found work predominantly in manufacturing and trade industries. It is interesting that the highest reported monthly wage rates were in the unskilled category.

Still another unusual finding was that, contrary to much public opinion, the type of course taken in high school, with the exception of the commercial students, did not appear to be a very significant employment factor in terms of ultimate occupation. One out of three of the youth reported that they had had some additional training beyond high school, other than college. When asked what types of training they would consider beneficial, 40 percent of the girls reported clerical-office training, and 26 percent stated secretarial training. The graduate males spoke of technical-electronic, construction, mechanical, and business management as the major training areas which they would consider valuable. Of the youths in the sample, 46 percent had applied for a job through the Employment Service, and 25 percent of these were actually placed by the ES.

Teamed With the Neighborhood Youth Corps

The diversity of Neighborhood Youth Corps projects can be noted in various localities. While the District of Columbia is anything but typical, if there *is* a typical city anywhere, a summer project in the capital city seemed unusually interesting. A group of boys, all disadvantaged, but handpicked for neatness, reliability, and manner were selected to work in various installations of the Smithsonian Institution on an NYC project sponsored by the Council of Churches. The youth received $1.25 an hour for a 32-hour week. Some worked as guides, others as laboratory assistants, shop aides, photograph laboratory aides, library aides, and in other jobs. One boy engaged as a guide was particularly valuable, because he is a Cuban refugee and is bilingual. The project involved about 100 boys, all of them referred by the Youth Office of the Employment Service.

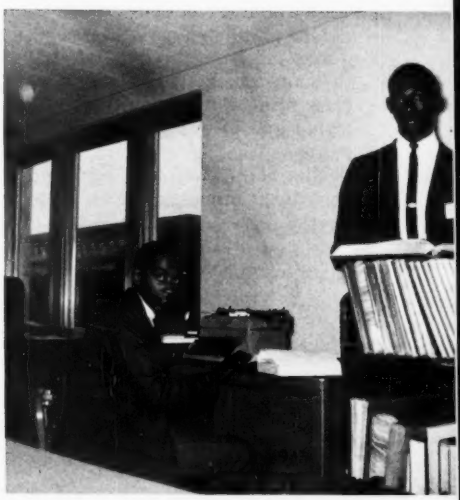
In Rochester, N.Y., the Youth Opportunity Center developed 1,200 NYC jobs, principally in health-related fields and recreation. They also provided space in the Center's already overtaxed quarters for the agency which did the final selecting—Action for a Better Community.

In Salt Lake City, the sponsoring agency was Salt Lake County. All 300 of the NYC jobs contracted for were filled by the YOC staff, and all were given group guidance prior to starting work. These guidance sessions are continuing with discussions of problems that arise on the job, work attitudes, and aspirations. Also in the West, in Las Vegas, the YOC placed 500 youth in a 14-week summer YOC program.

Still another example illustrating the variety of these programs is the 6-month project in Utica, N.Y., in which youth are surveying their peers, learning what they want, and what they think can be done to help them. The project includes jobs for clerical workers as well as survey teams.

One NYC project that, hopefully, will never have to be repeated was the one in which several States cooperated in sponsoring jobs in which youth cleaned up widespread ravages of the floods in the upper Mississippi region.

Petrology.



The botany library.

A bilingual Cuban refugee assists visitors to the Institution.

Some of the disadvantaged boys from the Neighborhood Youth Corps in the District of Columbia worked during the summer at the Smithsonian Institution.

A delegation from India visits an MDTA bricklaying preapprenticeship class in Washington, D.C.

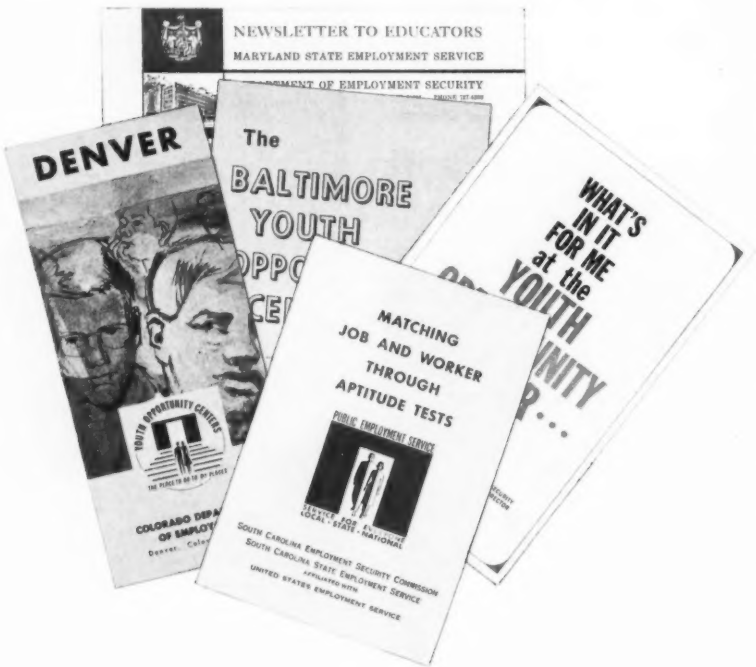
Literature in the YOCs

Folders, posters, flyers, and other types of informational and promotional literature have been developed by local Youth Opportunity Centers. Denver issued two folders of questions and answers, one addressed to adults who might ask: "How can I help?" The answer—"If you are an employer, you can help by submitting your job openings for young workers to the Youth Opportunity Centers. Permanent-type jobs especially will be helpful. If you are an individual or member of an organization interested in youth, you can help by volunteering your time and services to the youth program of the Colorado Department of Employment." A companion folder in another color gives questions and answers for youth.

Duplicating shops in MDTA programs are being pressed into service in some cities. In one course the class printed flyers which they illustrated and for which they composed verses.

The South Carolina Employment Security Commission has prepared literature which is being used to advantage in the YOCs in Columbia and Charleston. There is a Job Guide for Young Workers, illustrated with good, locally made photographs. There is also a leaflet that offers well chosen advice to youth about selecting a career and urges them to consider their interests, atitudes, education and training, work experience, leisure-time activities, personal traits, physical capacities, and to visit their local office for help.

Fine publications are being issued by the Maryland agency, addressed both to youth and to employers. One of the latter, in glossy electric blue, describes the purpose of the YOC, then tells employers: "However, the end result—a job—is really in your hands. These young adults have come forth and are doing whatever is deemed necessary to improve their chances for employability. They are willing to start at the bottom in hopes of some day having a chance for the top."



Seminar Employer

"I would like to know what to do with the lower two-thirds of each high school graduating class since industry seems to always want only those in the top third of their class."

This remark by a high school official touched off a great deal of discussion at a recent employer seminar sponsored by the Iowa State Employment Service in Dubuque, Iowa. The 20 personnel men from local industries were quick to refute the statement, however, as they described the ideal employee as a well-rounded person who has a desire to learn and to improve himself.

The theme of the 4-hour seminar—the first of its kind in Iowa—was "The Employment Process" with emphasis on hiring, training, personnel policies, job market information, testing, and unemployment insurance.

The meeting was attended by representatives of 10 Dubuque manufacturing firms, of plants at Maquoketa, Iowa, and East Dubuque, Ill., of the Dubuque colleges and high schools, and by the employer relations supervisor and a field supervisor from the Iowa Employment Security Commission administrative office.

Considerable thought was given to the employer invitation list. A homogeneous group with similar interests and problems was desirable. Since manufacturing is the major industry in Dubuque, employers, personnel managers, and other management officials were selected from this industrial activity. They represented a combination of satisfied customers and some that the ISES hoped to convince. The seminar was held in the local office from 1 to 5 p.m., to give the participants an opportunity to

Thomas G. Nugent is an Employment Service technician, Dubuque local office, Iowa State Employment Service.

Improves Relations

THOMAS G. NUGENT

meet the local office staff and see the Employment Service in action.

Before making definite arrangements, the local employer relations representative contacted the major manufacturing firms to discuss the general objectives of the seminar and to determine the interest of employers. Of the 61 firms contacted, 58 were interested in attending the seminar. Since 20 was the maximum number desirable for a discussion group, it became apparent that more than one meeting would be necessary.

A letter of invitation and a copy of the agenda were sent to each employer selected for the first meeting. The morning of the seminar a telephone reminder was made to each participant.

Each company representative received a kit of materials, including application and job order forms, job market reports, test materials, and other forms used by the Employment Service. An overhead projector was used to show the materials during group discussion. The discussion was tape recorded for class work and evaluation and transmitted to the business administration class of the University of Dubuque by a telephone arrangement.

Improving personnel procedures and stimulating the maximum use of manpower in the Dubuque labor area was the main objective of the seminar. No attempt was made to "hard sell" agency services, but each phase of personnel operations as it applied to general problems and procedures was discussed. Each representative was encouraged to tell about his firm's personnel practices and problems.

The hiring of young people for inplant training received considerable attention. Personnel managers, Employment Service staff, and school officials shared equally in the discussion of problems and possible solutions to helping young workers become employable. The personnel men agreed that they prefer a person who can grasp things well and who can be trained for specialized or skilled jobs. Several pointed out that positive attitudes and the ability to get along with fellow workers were essential to job success. They agreed that most workers are fired, not because they cannot do the work, but because they are unwilling to put forth the effort to succeed.

Aptitude tests for the selection of entry workers and as a guide in transfers and promotions within the plant caught the interest of the participants. The testing discussion centered on the selection and use of tests as well as the validity and reliability of commercial and Employment Service tests. The examples used to reflect the validity of selection procedures included tests in direct relation to training and turnover costs. In evaluating their testing problems, participants were strongly urged to take a critical look at their program and to ask themselves "Valid for what?" and "Is it applicable to the situation?"

A staff member told of the development and validation of the GENERAL APTITUDE TEST BATTERY and pointed out the specific aptitude tests for entry jobs in their plants. Another staff member showed the relationship between test selection and reduced turnover. The cost of excessive labor turnover was emphasized and related to proper selection procedures and personnel policies. The application form was described as a tool to get the information needed to determine what the prospective worker is *able to do*. The personal interview was described as the time to determine what the applicant is *willing to do*.

Moving on to MDTA, one personnel manager stated that the MDTA program was instrumental in training workers for his plant in the shortage skill of upholsterer.

"It has been a definite success; the workers are staying on the job and are capable of doing the work—it has been a lifesaver to our company."

The various training programs of participating firms were reviewed and their possible adoption by other employers was explored. There was a strong feeling by the group that training for specific jobs in the plant is the employer's responsibility. Each

(Continued on page 61)

Informal discussion followed the ES staff presentation of subjects at the recent seminar held in Dubuque for personnel men from industry, colleges, and schools. Equipment included an overhead slide projector, a tape recorder for ES use, and one for the University. The telephone was used to transmit the proceedings to a class at the University.

Farm Employment Trends—July 1964 to July 1965

FARM LABOR

CORA S. CRONEMEYER

New jobs opened up for domestic workers in July, as in earlier months, as the number of foreign workers in the United States this year remained low. In major agricultural areas reporting to the Bureau of Employment Security, seasonal workers numbered 1,149,300. Of these, only 1,300 were foreign workers—a decline of 98 percent from the preceding July.

Domestic Workers

Except for Texas, the six States that together employed 93 percent of the foreign workers on July 15, 1964 (California, Texas, Arkansas, Colorado, Connecticut, and Arizona), reported 23,700 more domestic workers this July than last. For the Nation as a whole, however, domestic employment dropped 88,500 below July 1964 because of crop developments in four States which met most of their labor needs from domestic sources last July. In North Carolina, the 37,600 decline resulted from a 19-percent reduction in tobacco acreage. The Michigan sour cherry crop was much smaller than last year's record production, so that 24,700 fewer workers were needed. Lower cherry production and earlier completion of the strawberry harvest reduced labor requirements by 24,400 in Oregon and by 22,100 in Washington. Aside from 100 foreign workers in Michigan, no foreign workers were used in these states in July 1964.

Foreign Workers

On July 15, 1965, only 33 Mexicans were at work, compared with

Cora S. Cronemeyer is Assistant Chief, Branch of Research Activities, Office of Farm Labor Service, Bureau of Employment Security.

Table 1.—Estimated Employment of Seasonal Agricultural Workers, by Crop and Origin of Worker

Crops	Seasonal-worker employment July 15 (thousands of workers)							
	1965			Change from 1964				
					Domestic			
	Total	Domestic	Foreign	Total	Total	Major [2] user States	Other [3] States	Foreign
All activities	1,149.3	1,148.0	1.3	−141.7	−88.5	INA	INA	−53.1
Major user crops, total [1]	827.3	826.1	1.2	−193.1	−145.8	+17.6	−163.5	−47.3
Cotton	162.9	162.9	0	−10.7	−1.8	−1.4	−.3	−9.0
Sugar beets	32.1	32.1	0	−3.5	+1.3	+2.7	−1.4	−4.8
Tobacco	176.4	175.8	.6	−51.3	−50.0	+1.8	−51.8	−1.3
Hay and grain	134.0	134.0	0	+9.3	+10.3	+.9	+9.4	−1.1
Sugarcane	3.1	3.1	0	+.2	+1.0	+1.0	0	−.7
Irrigation and ground preparation	25.7	25.7	0	−18.2	−117.5	+1.6	−19.1	−.7
Livestock	18.7	18.7	0	−.2	+.2	+.9	+1.1	−.4
Strawberries	28.3	28.1	.2	−51.9	−45.9	+3.7	−49.5	−6.0
Citrus fruits	10.7	10.7	0	−8.5	−3.4	+5.3	−8.7	−5.0
Melons	12.3	12.4	0	+1.1	+5.3	+4.6	+.8	−4.1
Grapes	5.0	5.0	0	(4)	+.9	+.6	+.3	−.9
Cherries	36.5	36.5	0	−48.0	−47.6	−3.7	−44.0	−.4
Lettuce	5.2	5.2	0	−2.0	+2.0	+1.8	+.2	−4.0
Tomatoes	20.9	20.9	0	−2.8	+.6	+2.0	−1.4	−3.4
Cucumbers	27.3	26.9	.4	(4)	+.7	+.5	+.1	−.7
Beans	21.7	21.7	0	−5.2	−4.7	−.1	−4.5	−.5
Carrots	.4	.4	0	−.6	−.1	−.1	(4)	−.5
Potatoes	19.6	19.6	0	+.1	+.6	−2.9	+3.5	−.5
Celery	1.6	1.6	0	−.1	+.3	+.2	(4)	−.4
Other vegetables	84.6	84.6	0	−.9	+2.1	+3.5	−1.4	−3.0
All other agric	322.0	321.9	[5] .1	+51.5	+57.3	INA	INA	−5.8

[1] Crops on which 300 or more foreign workers were employed July 15, 1964.
[2] States which accounted for virtually all foreign workers employed on the specified crop July 15, 1964.
[3] States which did not use foreign workers in any activity last year, States which used foreign workers on other crops but none on the specified crop, and States which used foreign workers on the specified crop at other times but none, or very little on July 15, 1964.
[4] Less than 50 workers.
[5] Employed in California date cultivation.

NOTE: Due to rounding, figures may not add to totals.
Source: Bureau of Employment Security, based on data from affiliated State Employment Services.
INA=Information not available.

Table 2.—Estimated Employment of Seasonal Agricultural Workers, by State and Origin of Worker

State	Seasonal-worker employment July 15 (thousands)					
	1965			Change from 1964		
	Total	Domestic	Foreign	Total	Domestic	Foreign
United States	1,149.3	1,148.0	1.3	[1] −141.7	[1] −88.5	−53.1
California	142.0	141.3	.7	−14.5	+18.7	−33.2
Texas	146.2	146.2	0	−10.6	−2.8	−7.9
Arkansas	34.8	34.8	0	+.4	+4.1	−3.7
Colorado	12.8	12.8	0	−1.3	+1.3	−2.6
Connecticut	14.5	14.1	.4	+.9	+1.8	−1.0
Arizona	14.6	14.6	0	−.3	+.7	−1.0
Florida	23.9	23.9	0	−12.9	−12.1	−.8
New Mexico	1.6	1.6	0	[1] −1.2	[1] −.7	−.6
Utah	5.1	5.1	0	−5.3	−4.8	−.5
Massachusetts	13.8	13.7	.1	−.1	+.2	−.3
All other States	740.0	740.0	0	−96.8	−95.3	[2] −1.5

[1] Due partly to changes in reporting procedures.
[2] Indiana, Kansas, Maine, Michigan, Montana, Nebraska, South Dakota, Wisconsin, and Wyoming.

NOTE: Due to rounding, figures may not add to totals.
Source: Bureau of Employment Security, based on data from affiliated State Employment Services.

50,100 last July, and even these left the country within a few days. Similarly, British West Indian employment had declined 78 percent over the year to less than 600 and the number of Japanese and Filipino workers dropped from 1,300 to 700.

Three States reported foreign workers this July as against 19 a year earlier. California accounted for nearly two-thirds of the total decline in foreign-worker employment.

Crops

For the country as a whole, 89 percent of all the foreign workers employed in mid-July 1964 had been working on 20 crops. This July, foreign-worker employment had been completely eliminated from 17 of these crops and greatly reduced on the other 3. Table 1 shows that domestic-worker employment in particular crops was generally higher than a year earlier in those States which had accounted for virtually all of the foreigners working in the particular crop.

Migratory Workers

Employment of migrants declined 8 percent over the year compared with a 7-percent reduction in the employment of local workers. Migrants were particularly affected by the smaller size of the cherry crop in Michigan. This State had employed nearly a fifth of all such workers in the country last July. While migrant-worker employment was also down in North Carolina, Oregon, and Washington, new jobs were created for migrants in the States where foreign workers were concentrated last July.

More detailed information on seasonal agricultural employment was published in the August issue of FARM LABOR DEVELOPMENTS, available on request to the Farm Labor Service, Bureau of Employment Security, Washington, D.C., 20210.

SEMINAR

(*Continued from page 59*)

company represented at the seminar had some form of training, primarily on-the-job.

In reviewing the preparation and dissemination of job market information, a staff member pinpointed how statistical data are collected and used by the Employment Service and how they can be of value to employers. The uses of such information by companies planning expansion and by civic leaders and community organizations in attracting new industry was highlighted.

The role of industrial services and unemployment insurance in stabilizing the labor force drew considerable interest. Attention focused on the formula for computing turnover, factors to consider in determining turnover costs, the common causes of turnover and possible corrective measures. Seminar participants agreed that effective personnel policies can reduce turnover and have a marked effect on production as well as lowering the employer's unemployment insurance tax rate.

The results of any seminar are largely intangible, but the extent of group participation is an indication of the interest it has aroused.

Nearly everyone had complimentary remarks for the manager and his staff. The State employer relations supervisor expressed the belief that perhaps the greatest benefit to the local office was the excellent effect in establishing rapport and promoting good employer relations.

Other seminars for employers in manufacturing and other industries are being planned for the near future. Our experience has shown the need for slight changes in the agenda. The number of topics will be reduced, and the seminar will be shortened from 4 to 2½ hours with a 20-minute coffee break. The next seminars will conform more strictly to a roundtable discussion and eliminate long introductory speeches. A chairman will be responsible for leading the discussion and keeping it moving.

The need for advance planning cannot be overstressed. The many hours that the local office staff spent in preparing materials for their parts in the program and in developing definite plans to encourage group discussion paid off. With adequate planning and a competent staff, the employer seminar can be strongly recommended as a means of explaining our services and creating better understanding between the Employment Service and employers.

Program Research on Effectiveness of USES Tests

BEATRICE J. DVORAK

This article describes some of the research, completed and in progress, to evaluate the effectiveness of USES tests in the operational setting. Results show that use of tests adds to quality of placement and contributes to desirable counseling outcomes. However, a really adequate evaluation requires a broadly based, systematic, and continuing followup of applicants to obtain information on employment and measures of training and on-the-job success. These measures, transformed into monetary units, could be used as criteria against which the benefits from using tests (or other ES techniques) are determined. The final step in a complete evaluation requires comparison of benefits derived from testing with the costs of using them in a variety of circumstances.

The most direct way of evaluating a new production technique is to determine its effects on quality and quantity of the product. The principle is the same when the technique is a selection or counseling tool and the setting is Employment Sevice operations. A meaningful evaluation of the technique can be made by a study of change in quality of service to applicants and employers resulting from use of the tool by Employment Service personnel. For example, the effectiveness of an aptitude test battery for a specific occupation can be determined by measurement of differences in job success of those who pass and those who fail the test battery. Similarly, evidence of the effectiveness of the GATB in counseling can be obtained through followup studies in which a comparison is made of job success and satisfaction of individuals counseled with the GENERAL APTITUDE TEST BATTERY and individuals counseled without the GATB. Such studies provide direct and concrete evidence of the effect that use of testing tools has on quality of Employment Service operations.

Beatrice J. Dvorak is Chief of the Branch of Occupational Test Development, U.S. Employment Service.

Effectiveness of Test Norms for Selection

A study on effectiveness of norms for a specific occupation involves (1) using test results in selecting applicants for a specific job, and (2) comparing the subsequent job success of these test-selected workers with the job success of workers in the same plant who were not hired on the basis of test results. For example, figure 1 compares job success of sewing machine operators selected with Aptitude Test Battery B–208 and non-test-selected sewing machine operators. All were referred by the Kansas State Employment Service to the same factory. Both groups of workers were comparable in age and education, and the same hiring specifications (except for the B–208 norms) were used. After the company's performance standards were applied, it was found that among the test-selected workers the ratio of successful to unsuccessful workers was about 9 to 1, but among the non-test-selected workers less than half of the workers were successful.

Figure 2 shows comparisons of training course success between test-selected and non-test-selected key punch operator trainees referred by the Michigan State Employment Service to the same training center. Among the test-selected group, the ratio of successful to unsuccessful performance of trainees was approxi-

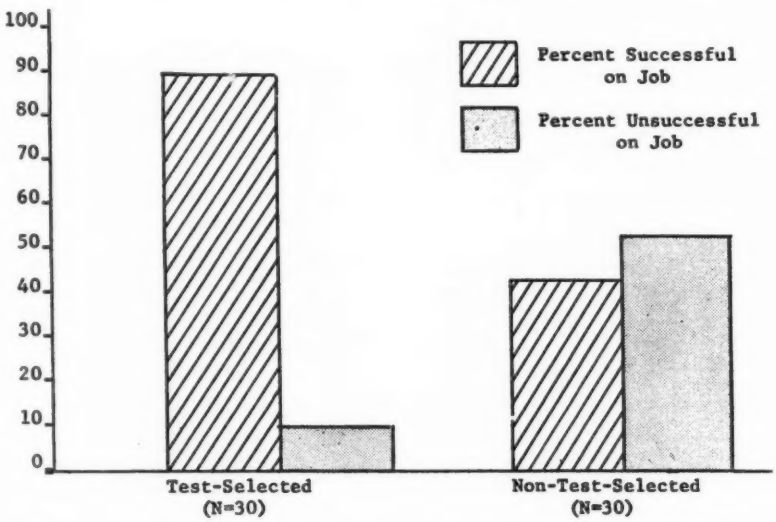


Fig. 1. Comparisons between test-selected and non-test-selected Sewing Machine Operators with respect to success on the job.

mately 3 to 1, but among the non-test-selected group less than half of the trainees performed successfully.

Figure 3 compares average hourly earnings during training of test-selected and non-test-selected coil winders employed by the same company. All data cover the same period of time in the same department and plant. The employer considered 4 to 6 weeks as the normal training period for this job. The results show that, for any period of time during the 6-week training period, the test-selected workers averaged more earnings per hour than the non-test-selected workers. Furthermore, the non-test-selected workers did not produce at a rate to warrant the minimum hourly wage when the study was conducted until the end of the last week of the 6-week training period, whereas the test-selected workers produced at a rate above the minimum wage level after approximately 2½ weeks of training.

Similar studies are in progress or planned in State agencies with test development analysts on the staff. Only a limited effort in this research area is possible at this time, however, because of data collection problems. Nevertheless, plans are being made to expand the data collection base for aptitude research to permit longitudinal studies on Employment Service applicants. Such expansion is possible because of the rapid advances in test scoring and data processing techniques, which permit scoring test papers and processing research data in one continuous operation for a specified sample.

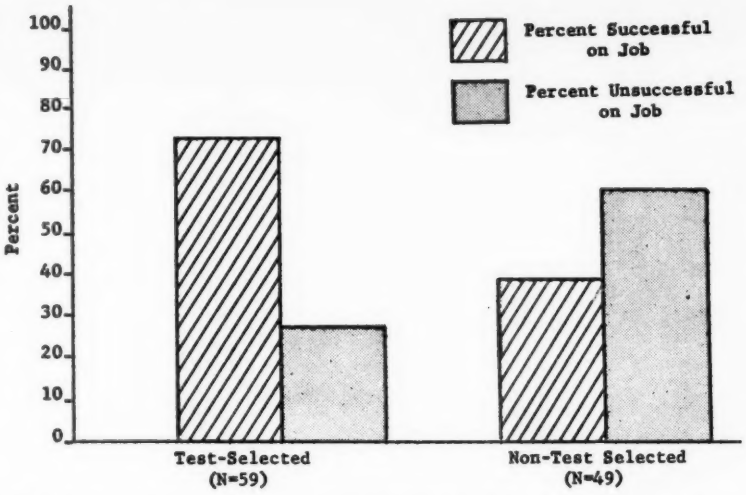


Fig. 2. Comparisons between test-selected and non-test-selected Key Punch Operator trainees with respect to training course success.

Effectiveness of the GATB in Counseling

Studies have been conducted to determine the usefulness of the GATB in counseling. In a study conducted by Margaret Seitz of the Delaware State Employment Service, a sample of 353 high school seniors of both sexes were tested with the GATB and counseled on the basis of their aptitude scores. Approximately a year after graduation, a tabulation was made of the number of graduates who followed the counselors' recommendations and were working in jobs which were regarded as suitable on the basis of their GATB results (classified as "followers") and of the number who were not working in such jobs (classified as "nonfollowers"). The degree of occupational success and satisfaction for each group was determined through two criteria: The Hoppock Job Satisfaction Blank No. 5 and a personnel evaluation scale. The results of the study indicated that:

1. The mean scores on the Hoppock Job Satisfaction Blank show that the followers were more satisfied than the nonfollowers.

2. The mean scores on the personnel evaluation scale show that employers rated the followers higher than the nonfollowers.

Another study, conducted by H. R. Malecki at Purdue University, yielded similar results. The purpose of the study was to evaluate the GATB as a means of helping youth to make more adequate occupational choices. Various inventories were constructed for use in obtaining information from both employers and counselees to derive a vocational adjustment score for each individual. Mr. Malecki summarized his findings as follows:

"A statistically significant difference . . . existed between the mean vocational adjustment scores of those individuals who were tested with the GATB and had followed the recommendations for job placement suggested by their results on this battery and those persons who had taken this test but had not followed such recommendations. . . . it may be concluded that it (the GATB) was of value in helping to bring the satisfactory vocational adjustment of those persons who took the test and followed the recommendations made concerning their choice of occupation. . . ."

A study similar to those described above, but on a much wider scale, was initiated by the California State Employment Service in 1964. The sample of 2,300 individuals, ranging in age from 17 to 54, were tested with the GATB and given employment counseling. The plan is to contact as many as possible 2 years after the counseling to obtain ratings of job success by employers and scores on a job satisfaction scale. Appropriate analysis of the data will be made to determine the extent to which individuals employed in occupations for which they qualified on Occupational Aptitude Pattern (OAP) norms for the GATB are more successful and better satisfied than those in occupa-

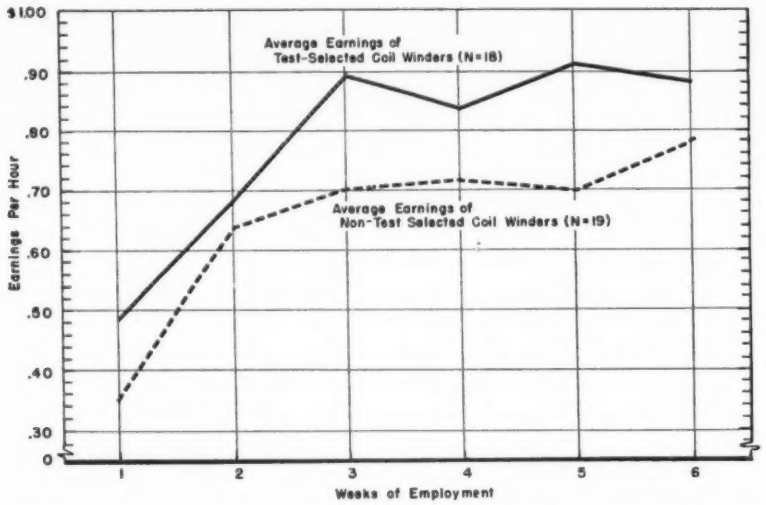


Fig. 3. Comparisons between test-selected and non-test-selected Coil Winders with respect to average hourly earnings during training.

tions for which they did not meet the aptitude norms.

In 1958, the Employment Service initiated the most extensive longitudinal validation study ever conducted on an aptitude test battery. This study on the GATB has several objectives, one of which is to evaluate the effectiveness of OAP norms in predicting occupational success. Of the 36,000 high school students originally tested with GATB, many have been located 2 years after high school graduation. Ratings of job success have been obtained and analyses will be made to evaluate the effectiveness of the OAP's as predictors of occupational success.

In 1962, work was begun on a study to determine how effective USES aptitude norms developed for printing occupations are when used in predicting vocational-technical school and job criteria of success in printing. About 200 students in two Indiana schools, a Connecticut school, and an Ohio school have been tested and all have completed at least a year of the printing curriculum. Ratings of performance have been obtained from course instructors, and relationships between the appropriate GATB norms and this criterion of course success were determined. The results thus far are promising, indicating that test norms established on employed samples may also be predictive of course success in high school.

Additional analyses of this kind are planned. One year after high school graduation, students will be located to identify those working in printing occupations and to obtain ratings of their job performance. Aptitude norms will be applied to the data to determine validity for predicting post-high-school success.

EXPERIENCE UNLIMITED

(*Continued from page 20*)

members is made by means of a questionnaire. There were 600 responses the last time these were sent out. It was found that about 65 percent of those who were working stated they had secured jobs as a result of techniques learned in EXPERIENCE UNLIMITED. The responses also revealed the methods used in getting jobs. These are listed in a descending order of success: (1) Business associates, (2) direct contacts prepared for in the scientific manner suggested by EXPERIENCE UNLIMITED, (3) newspaper ads (WALL STREET JOURNAL, dailies, trade journals), (4) EXPERIENCE UNLIMITED leads, (5) personal friends, (6) fee agencies, (7) Civil Service announcements, and (8) Department of Employment referrals. The typical applicant is approximately 50 years of age. He has held an executive or responsible position such as manager, engineer, banker, purchasing agent, researcher, or military officer. His salary has been at least $10,000 a year. He is a family man with stable work habits, and his career reflects relatively few job changes.

The age range of membership is from 35 to 70. The average number of sessions attended is six. Unsolicited testimonials indicate that most of those who leave the sessions do so for a job or because they have gained enough information and encouragement to continue on their own. Alumni also write of the morale and confidence building aspects of EXPERIENCE UNLIMITED, of how they learned to engage in more meaningful self-appraisal, of the value of positive jobseeking techniques acquired, and of the feeling of usefulness which they have developed because of their new-found concern for the welfare of others.

The California Department of Employment looks with pride upon this activity which has gained widespread recognition. It is a unique service in that its success is so heavily dependent upon the attitudes and efforts of individual members. In many ways, however, the techniques developed in this organization parallel those used in group counseling sessions in operation in other Coastal Area local offices. For instance, in the San Francisco Professional and Commercial Office there is an EXPERIENCE UNLIMITED unit; in the Santa Rosa office, the TREASURE HOUSE OF TALENT; and in the Vallejo office, ENDEAVOR TOGETHER offers group counseling for women.

We feel that the older workers have available to them a service *par excellence*, and that EXPERIENCE UNLIMITED can be credited with adding impetus to the move toward employability base on what an individual can do rather than by the number of years he has lived.

Summer Jobs for Youth Raise Placements

For the sixth consecutive month, nonfarm placements exceeded year-ago levels, increasing by 0.9 percent between July 1964 and 1965. Youth placement gains more than accounted for the over-the-year rise of about 5,000 to a total of 553,600. However, the July total was below that of the previous month (a less than seasonal 9.2 percent decline). According to the most recent survey, and for the seventh consecutive quarter, 98 percent of all placements were of unemployed workers.

As in recent previous months, the President's Youth Opportunity Campaign spurred placements of youth under age 22 in July. At 205,900, youth placements were 22.3 percent above year-earlier levels, more than accounting for the increase in total placements among all age groups. Placements of young men showed an even sharper over-the-year gain—30.5 percent. At the same time, the number of unemployed youth under age 22 rose 1.6 percent from a year ago, while youth employment increased by 16.3 percent.

Some 34 States reported over-the-year placement gains, with the largest, 2,600 in Pennsylvania, or 11.9 percent, and 2,600 in Arizona, or 30.9 percent. The increase in these two States mainly involved youths under age 22 in such industries as nonhousehold services, trade, and government. In California, however, placements declined a significant 22.1 percent, mostly in government, where large numbers of election clerks were hired last year.

Unfilled job openings at the end of July numbered nearly 301,000, the highest for the month since 1947. For a number of months, many openings, particularly those of a more highly skilled nature, could not be filled because of a lack of qualified applicants.

Placements by Occupation and Industry

Declines registered over the month in placements in all occupations and industries were in most cases less than expected at this time of year. Only in the semiskilled and unskilled occupations and in manufacturing were placement decreases greater than seasonal.

Over the year, however, gains were posted in placements in unskilled occupations—15,100, or 9.6 percent—and in the professional jobs—2,100, or 9.3 percent. Among industry divisions, large gains in government (15,500, or 63 percent) and in durables manufacturing (3,100, or 5.8 percent) reflected increased summer hiring of youth this July in Federal and State government establishments and a rise in placements (primarily in the 22 to 44 age bracket) in the automobile, machinery, and metals industries.

Placements in Largest Areas

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements in July totaled 265,300, down 9.4 percent from the preceding month (about the same as nationally) and 0.6 percent below a year ago. Over the month, all occupations except clerical-sales and all industries except government registered declines. In the clerical-sales category, placements rose over the month by 1.9 percent and by 4.6 percent in government. Despite the over-the-year drop in the 56 areas, several occupational and industry groups showed higher placement totals. Among occupations, the unskilled and professional categories rose 9.9 percent and 5.9 percent from last year. Among industries, placements rose by 5.5 percent in durable manufactures and by 24.6 percent in government over a year ago.

New Applications Rise Over Year

New applications for work filed in local offices declined a seasonal 33 percent in July to 944,900 from June, but were still 5.4 percent higher than a year earlier. As usual, youth applications dropped a sharp 49.5 percent over the month but, at 422,400, were 28.2 percent higher than in July a year ago. This is consonant with the increase of young new entrants to the job market compared with last year. More intense emphasis on youth and on the special programs established for them have also contributed to the large volume of youth applications.

Counseling and Testing

In July, 84,300 individuals were given 148,900 counseling interviews, the highest for the month on record. Although the number of counselees was down 10.5 percent from the preceding month, the drop was less than a third of the decline in new applicants (33 percent). Over the year, the number counseled and the number of interviews given were both up by about 10 percent, while the number of new applicants was up by a little more than 5 percent. Reflecting their special needs, one of every nine youth applicants was counseled in July, compared with one of 14 persons in each of the other two age brackets (22–44 and 45 and over). Some 13,300 MDTA trainees were counseled in Employment Service local offices, representing about 16 percent of all counselees in July.

Job tests were administered to 180,800 individuals in July, down 21.5 percent from the preceding month (only two-thirds of the new applicant decline), but 10.2 percent

higher than a year earlier. Some 22,400 job tests were given to MDTA trainees who accounted for one out of every eight individuals tested in ES offices during the month.

Farm Placements Continue Down

Farm placements in July totaled 919,300, a decline of 19.5 percent from a year ago. More than a third of the July farm placements (313,000) were made among youth under age 22. The downtrend in farm placements over the past several years reflects the increased mechanization and improved farming methods on the Nation's farms.

Placements of Older Workers

Local offices of the Employment Services obtained some 1,247,400 nonfarm jobs for applicants age 45 and older in fiscal year 1965, or one out of every five nonfarm placements in all age groups. In jobs requiring greater skill and training, their proportions were higher—26 percent of all skilled and 23 percent of all professional placements. Although placements of older workers declined 4.5 percent from fiscal 1964, the available supply of older workers dropped even more. New applicants in Employment Service local offices in the older age group declined 8.8 percent to a fiscal 1965 total of 1,702,200. MONTHLY REPORT OF THE LABOR FORCE data show that the total of unemployed older workers also declined 8.5 percent during this period.

Some 116,400 older workers—6.8 percent of all new applicants in this age group, compared with 11.4 percent in all age groups—received counseling in fiscal 1965, a 5,300 drop from the preceding year. Over a third of the labor force and over a fourth of the unemployed are 45 years and over. Because the needs of this age group in today's rapidly changing job market are great, a substantial expansion of counseling services is indicated.

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas [2] by Occupation and Industry, July 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [3]	553,600	+0.9	265,300	−0.6	100.0	100.0
By occupation:						
Prof. and Mgr.	24,200	+9.3	16,600	+5.9	4.4	6.2
Clerical and sales	83,200	−3.2	45,300	−9.4	15.0	17.1
Service	170,200	−3.4	89,600	−1.9	30.7	33.8
Skilled	28,400	−8.2	13,600	−6.6	5.1	5.1
Semiskilled	75,500	−1.1	32,600	−3.8	13.6	12.3
Unskilled and other	172,200	+9.6	67,700	+9.9	31.1	25.5
By industry:						
Construction	37,000	−4.1	12,200	−1.8	6.7	4.6
Manufacturing	122,300	+.5	53,100	+.5	22.1	20.0
Durable goods	57,200	+5.8	28,200	+5.5	10.3	10.6
Nondurable goods	65,100	−3.7	24,900	−4.7	11.8	9.4
Public utilities	20,700	−2.1	8,800	+7.4	3.7	3.3
Trade	118,700	−2.6	57,000	−1.7	21.4	21.5
Services	198,600	−4.1	108,100	−5.9	35.9	40.7
Nonhousehold	91,700	−1.7	49,300	−5.4	16.6	18.6
Household	106,900	−6.1	58,800	−6.3	19.3	22.2
Government	40,300	+63.0	17,300	+24.6	7.3	6.5
Other	15,900	+18.9	8,900	+30.8	2.9	3.4

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Beginning with February 1965 report, data for the major SMSA's are for 56 areas with a 1960 population of 500,000 or more, and reflect the 1964 revisions made by the Bureau of the Budget in the definition of some of these areas.
[3] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

SECRETARY'S CONCLUSIONS

(*Continued from page 36*)

the-job training programs under the MDTA and President Johnson's Job Development Program, opens new horizons for ingenuity and innovation. There are, and are likely to continue to be, however, tens of thousands of workers with inadequate sources of income and no employment prospects, who are over 55, have exhausted unemployment compensation, and are not yet eligible for retirement benefits. It is not right or reasonable that those whom the economy has displaced at ages between 55 and 65 in the course of technical progress, and whom it will not take back into productive employment, should suffer because of the unavailability of work opportunity. A special program to meet the income needs of this limited group should be considered not only on its ability to assist the older workers but also on its ability to reduce the growing pressure for a costly early retirement system.

Industrial Use of Occupational Analysis

The Occupational Analysis Field Center in California received a request from the Southern California Edison Company Wage and Salary Division for copies of a report prepared by Center analysts concerning the use of computerized controls in the generation and transmission of electrical power. The report resulted from a study conducted at Southern California Edison the latter part of 1964. The company plans to use the occupational materials and data contained in the report in training classes for company job analysts and supervisory personnel and as general information in staff meetings with various personnel.

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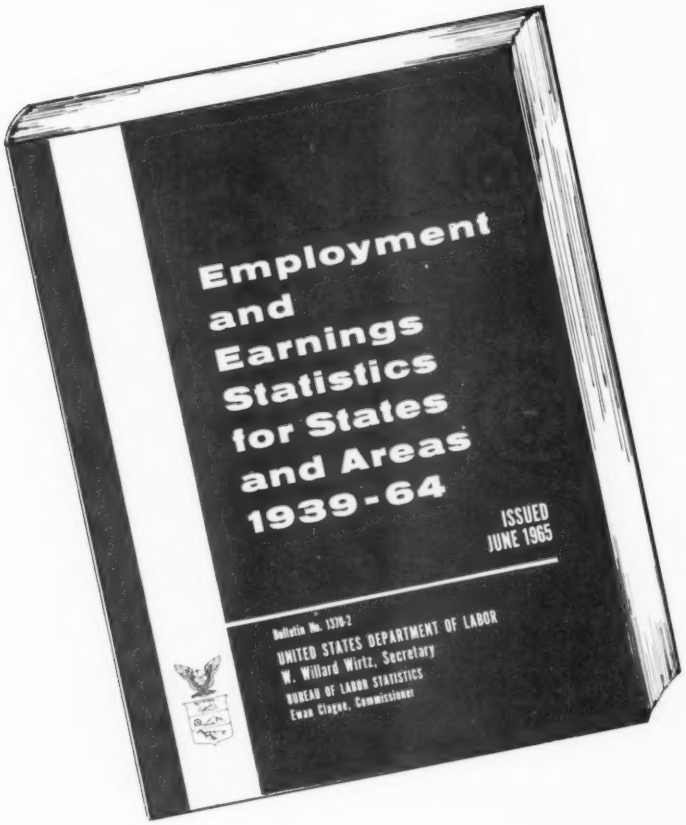
Employment and Earnings Statistics for States and Areas 1939-64
ISSUED JUNE 1965
Bulletin No. 1370-2
UNITED STATES DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary
BUREAU OF LABOR STATISTICS
Ewan Clague, Commissioner

Report Highlights Geographic Trends in Employment and Earnings

The Bureau of Labor Statistics has just announced the availability of the 1965 edition of its comprehensive State and area data book. *Employment and Earnings Statistics for States and Areas, 1939–64,* BLS Bulletin 1370–2, is the third work of this type to be released and replaces BLS Bulletin 1370–1 issued last year.

This volume contains all data on employment and hours and earnings of production workers in the States and 159 metropolitan areas that are regularly published by State agencies cooperating with the BLS in the Current Employment Statistics (CES) Program. Annual averages are shown from the earliest date of availability for over 6,500 employment series by industry, and more than 3,000 series on hours and earnings by industry. All series have been adjusted to latest available benchmarks.

A special group of summary and analytical tables and charts, a technical note describing the scope, concepts and methodology of the CES Program, and a section on area definitions complement the main body of statistics.

The bulletin (nearly 700 pp.) may be purchased for $4 per copy from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, or from the BLS regional offices located in Atlanta, Boston, Chicago, Cleveland, New York, and San Francisco.

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